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17. ABSTRACT (MAX. 250 WORDS)

A proposal was made to prevent and control juvenile delinquency by opening opportunities and developing competence among disadvantaged youth. The total community was mobilized to develop a program to attack the problem at all levels; they worked for 18 months to plan a series of creative action programs in education, employment, and community services. The programs were designed to build on inherent strengths and talents of young people from low-income areas, to enable them to break down the environmental barriers, and to give them the skills to develop into responsible, self-reliant, and competent adults.

An educational program, including corrective reading, guidance, curriculum innovation, use of new materials, and emphasis on vocational education, was evolved. It was designed to strengthen the school's part in the lives of the youngsters.

An employment program, the Youth Job Center, was outlined to consist of exploratory work programs and on-the-job training. A Neighborhood Help Center was designed to seek out youngsters who would not be likely to appear in any formal setting. Group homes were to be established for young people who find it difficult or impossible to live in their own homes.

A proposal was made to assist neighborhood residents to set up their own neighborhood improvement groups. Through these groups, the adults of the area could identify their own community problems, develop solutions, and convey to the outer community their own interpretation of the problems. A plan has also been developed for evaluating the programs as they are put into action.

Included in the report is a statement made by the mayor of Syracuse before the Education and Labor Committee of the House of Representatives in April 1964.

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SYRACUSE ACTION FOR YOUTH

AN ACTION PROGRAM FOR DISADVANTAGED YOUTH -

- TO EXPAND OPPORTUNITIES
- TO DEVELOP COMPETENCE
- TO REDUCE DELINQUENCY

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Mayor's Commission for Youth, Inc.
Syracuse, New York

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SYRACUSE ACTION FOR YOUTH

A proposal to prevent and control juvenile delinquency by opening opportunities and developing competence among disadvantaged youth

Summary

Mayor's Commission for Youth, Inc.
302 Burt Street
Syracuse, New York 13202

First printing: April 1964

The planning for this proposal was financed by a planning grant from the President's Committee on Juvenile Delinquency and Youth Crime under P.L. 87-274 and local contributions.

Preface

This summary, and the larger technical report on which it is based, is the result of eighteen months of intensive planning by more than 150 members of our community. Involved in this planning process were leaders of government, business, labor; the educational systems; civic workers; religious leaders; staffs of public and private agencies; and the residents of the action area itself -- the part of our community for which the Mayor's Commission for Youth programs have been planned.

The result, we believe, is a total integrated and coordinated program that will effectively combat the symptoms as well as the underlying causes of the many problems with which the action area and the rest of the community is faced.

In the past, Syracuse, like most other communities, has developed many individual programs for the prevention, control and treatment of juvenile delinquency and related youth problems. This is the first time, however, that the total community has been mobilized to develop a program that will attack the problems at all levels.

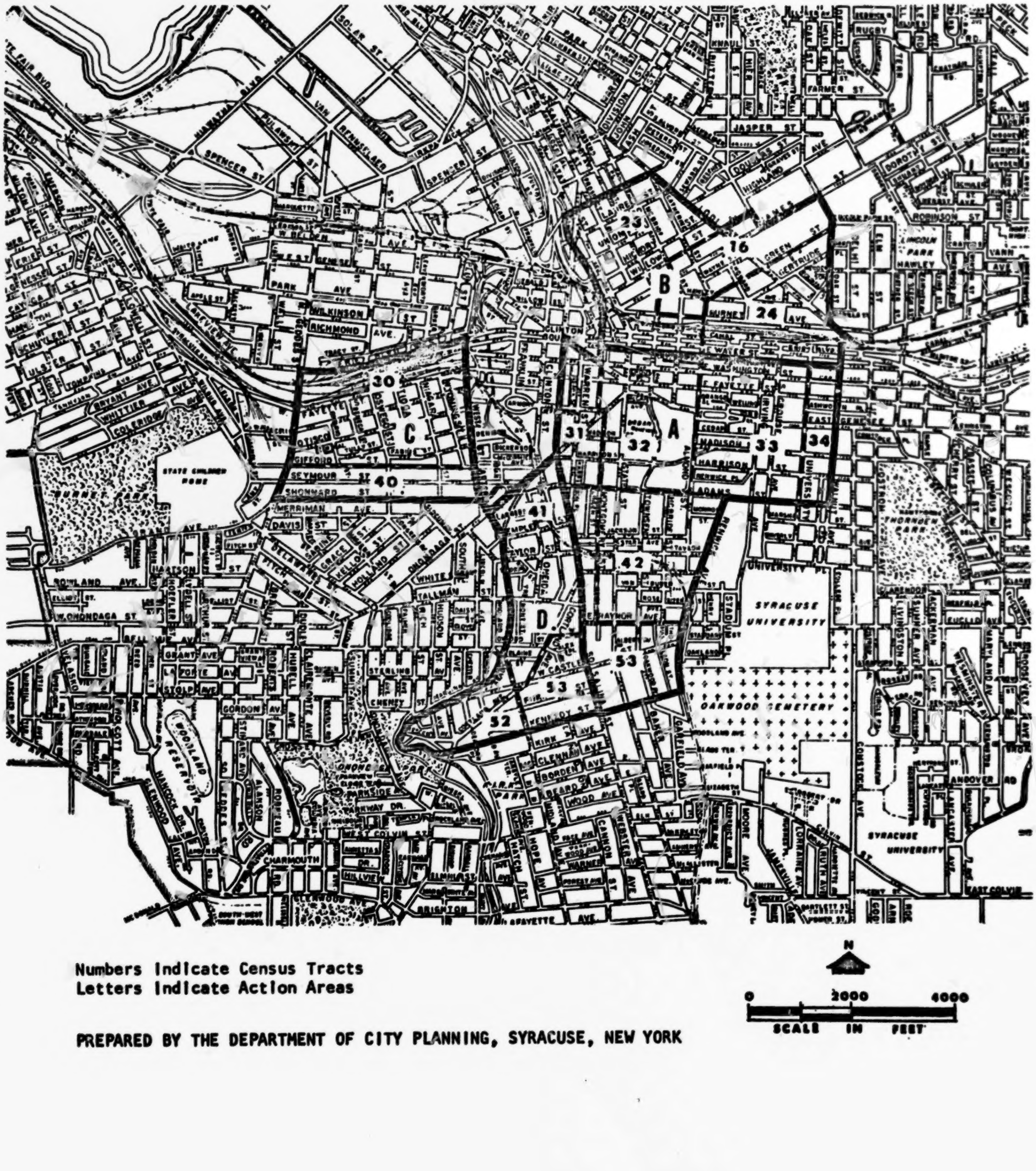
It is virtually impossible to thank the many, many people who contributed their time, talents, experience and energy to the preparation of this proposal, for in effect we would be thanking ourselves. The Mayor's Commission for Youth is in a very real sense the community, and it is the community which has developed this program.

On behalf of the community, therefore, the Commission is submitting this proposal with every confidence that the recommended action programs will go a long way towards making Syracuse a better community with equal opportunity for all its citizens.

Syracuse Action for Youth is an investment in our most precious resource -- the next generation.

MAYORS COMMISSION FOR YOUTH

ACTION AREAS FIGURE 1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STATE CHILDREN HOME
SYRACUSE UNIVERSITY
OAKWOOD CEMETERY
THORNDEN PARK
ONONDAGA PARK
WOODLAND RESERVOIR
LINCOLN PARK

Numbers Indicate Census Tracts
Letters Indicate Action Areas

N
0
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4000
SCALE IN FEET

PREPARED BY THE DEPARTMENT OF CITY PLANNING, SYRACUSE, NEW YORK

I. OVERVIEW

A. Introduction.

Our American society has many ways of showing its citizens how they should behave and what responsibilities they must assume before they can attain success in terms of independence, achievement and recognition. Sometimes these methods of communication between the society and the citizen are as direct and obvious as sending a policeman to curb undesirable behavior; more often they are subtle as a nursery tale for toddlers.

The slum child gets the direct message as to what is forbidden when police arrive to arrest someone down the street. His environment, however, may block almost completely the more subtle messages indicating what kinds of positive behavior the larger community expects and rewards.

The child of a depressed area begins to suffer from this communication black-out long before he goes to school. If his home is too poor to buy story books or his mother too harried to read them to him, he misses, for example, the message that the little red hen is rewarded for exhibiting the virtues of industry and planning, while the pig and the duck are penalized for doing nothing. Society has missed its first chance to tell him the virtues it values. His isolation continues as he grows.

If his father has no skills salable in an urban society and his family has always lived on welfare checks as long as he can remember, how does the child get any idea that a paying job is a good thing to have? If he sees his father do nothing but sit around the house, where does the child learn the importance of getting to work on time, or appearing reliably on the job five days a week, or of taking directions amiably from the foreman?

If the small businesses in his neighborhood are marginal and transitory, how can he grasp the satisfactions and rewards in a wide range of individual enterprise? If he sees among his neighbors no successful executives, merchants or professional men, on what model does he pattern his own life? And if he has no money for busfare or proper clothing, how can he leave his own neighborhood for the museums, galleries and libraries a concerned community thinks it is providing for all its citizens?

The environmental wall shuts the child of a Syracuse depressed area into his own restricted world, cut off from the communication that could tell him how to qualify as a self-sufficient member of the larger society.

His dreams and aspirations may be high; television shows him the glittering rewards of success in the outside world. He buys the American dream without having the slightest idea how to make it come true. The stresses of poverty, prejudice and a degenerating neighborhood sap his energies and hinder his efforts. His talents may be many; his opportunities to develop them are few.

If he has talent and drive and a thirst for recognition, qualities all highly valued by the larger society, he may resort to behavior that outside society would consider delinquent as the only way of achieving excitement, status and reward. Both he and the larger community will suffer from this deflection of his talents.

The Mayor's Commission for Youth proposes to intervene in this destructive process. Having completed 18 months of intensive planning, the Commission recommends a series of creative action programs in education, employment and community services.

These programs are designed to build on the inherent strengths and talents of young people in our low income areas, enabling them to break down the environmental barriers and giving them the skills to develop into responsible, self-reliant and competent young adults. The Mayor's Commission is also committed to reducing unnecessary obstacles which confront them.

These are ambitious goals. We have some good ways of measuring our city's previous difficulty in achieving these goals for its deprived children: the rate of delinquency among these young people, the level of their academic achievement, the number of them who drop out of school without graduating, and the level of unemployment they experience as young adults.

We must explore the significance of these clues before we can appraise intelligently the Commission's program.

B. Indicators of the Problem.

1. Juvenile delinquency.

a. Current status of delinquency in Syracuse.

We have two ways to measure delinquency in Syracuse: 1) through records of youth contacts with the police, and 2) through the comments of young people themselves on delinquency. Research indicates that most delinquent acts do not result in arrests by the police. Furthermore the social class of the erring youngster may be related to the handling of his case and how it appears in the official records, if indeed it appears at all. Therefore by asking young people to discuss their own activities, we augment in striking and significant fashion the bare data from police and court records.

Interviewers from the Syracuse University Youth Development Center, acting for the Mayor's Commission, directly queried 1850 Syracuse junior high school students and 540 of their mothers. These polls, the Syracuse Youth Opinion Poll and the Syracuse Neighborhood Survey, have produced valuable new information about the way people of Syracuse look at delinquency, their neighborhoods and their prospects for the future.

The detailed delinquency report is incorporated in the full report of the Mayor's Commission. Here are a few of the significant results.

Official records of law enforcement agencies indicate that, though the number of delinquents increased as the adolescent population increased, actual delinquency rates in Onondaga County showed no particularly marked jump from 1957 through 1962 though 1958, 1960, and 1962 were high rate years. Syracuse has a delinquency rate about three times that of the rest of Onondaga County; the highest delinquency rates occur in the low-income sections of the city around the central business district.

In the Syracuse area with the highest rate, half the 14 and 15-year-old boys have had at least one recorded encounter with police, compared to only one of 10 boys of that age in a higher income area near the edge of the city.

Half of our officially reported delinquents are 14 and 15; boys are nearly five times as likely to be officially tabbed delinquents as are girls. The results from official records support a commonly-held conception of the problem; results of the Youth Opinion Poll, however, fill out the picture in striking manner.

The poll obtains information on "hidden delinquency," the acts undetected or unreported by the law enforcement agencies.

Youngsters were asked to check a questionnaire (without signing their names, to insure confidentiality) as to the last time they had participated in a specific anti-social act - - in the last week, year, more than a year ago, or never. Included in the poll were such items as "I took part in a fight where knives or other weapons were used"; "I stayed out all night without my parents knowing about it"; or "I broke street lights or windows in a building".

Boys in low income neighborhoods report more frequently that they have stolen or participated in gang fights, knife fights, and muggings, than do middle-income boys. But an almost equal proportion of boys in richer and poorer neighborhoods say they have personally committed acts of vandalism such as breaking windows or damaging school property. Apparently, a good deal of wayward activity in better neighborhoods never finds its way into official records.

The self-reports also reveal a kind of pattern to a youth's delinquent acts. A boy who reports a serious theft is apt to report all the less serious kinds of theft. To a lesser degree, if he reports one kind of delinquent behavior, he is apt to mention other kinds of delinquency too.

The self-reports confirm official records of higher delinquency rates in the central part of Syracuse.

2. Education.

a. Low academic achievement.

The poor academic records of a large number of children from our low-income areas is a second indication of the problem. Many of the schools in the central part of Syracuse report academic achievement below the city-wide average. Middle class schools generally perform considerably above it. In reading, perhaps the most important indicator of future scholastic success, many low-income children encounter great difficulty. Reading problems often hold a child back in grade level because he cannot understand what he reads in other subjects.

Failing in school, the low achieving child is more apt to be dissatisfied with school, be truant more often, and to drop out of school at the first opportunity.

b. Dropouts.

Over 40 percent of the school dropouts are children of the lowest socio-economic areas of Syracuse. Almost one in every five of these children leave school in the seventh or eighth grade.

The child who drops out will have a hard time finding a job with any promise. The number of unskilled jobs he is fitted for decrease every year. If he does find work, he will have little opportunity to move up on the job scale; he may become delinquent or criminal; and he has a good chance to wind up as a public charge.

The child who drops out enters a dead-end street.

3. Employment.

Sixteen to 20-year-old boys in our action area who drop out of high school have about one chance in two of finding employment. Thus, the level of education is linked to unemployment, and unemployment becomes a third indicator of the city's youth problems.

The four Syracuse neighborhoods with highest delinquency rates provide one-third of all school dropouts, and the data indicate that in this area a significant number of the dropouts remain unemployed.

Thus we can see that our low-income areas show a whole complex of interrelated problems: delinquency, low school achievement, high dropout rates, and unemployment among young people.

The high proportion of Negro children in these areas also enters the picture. For non-white families in Syracuse's low-income sections, median income is lower, the rate of unemployment higher, and the percent of men in white collar jobs lower than their proportion in the population would warrant. If the Negro youth drops out of school, his prospects appear even more bleak than those of his white counterpart.

The typical child who drops out of school in Syracuse is not stupid; the median I.Q. of Syracuse dropouts is only slightly lower than stay-ins. But these children of depressed areas are caught in a vicious cycle; their parents did not make it, and they face the prospect of living their parent's lives over again.

To ask parents ground down by chronic unemployment and dependency to find the skills, vigor, or resources to "straighten out their kids" is unrealistic and in some cases impossible. A growing body of evidence shows that if we can gear our various systems to the needs, desires and interests of these young people, they can make it.

The real goal is to be sure we do not lose another generation.

C. Conditions associated with delinquency, educational problems, and unemployment.

1. Introduction.

Areas with particular problems in delinquency, education and unemployment are not distributed randomly in American cities or in Syracuse; they cluster in the older deteriorating sections, typically around the central business district.

In Syracuse, for example, the neighborhood which produces the highest delinquency rates today -- the area directly east and south of the central business district -- is precisely the same geographic neighborhood which turned out the most delinquents 20 years ago. At present three-quarters of the neighborhood boys are Negro; 20 years ago they were almost all white. The population has changed but the neighborhood and the problems have stayed the same.

Certain qualities seem to characterize such neighborhoods: unattractive surroundings, large numbers of people moving in and out, and a lack of commonly accepted standards for behavior. Such neighborhoods also usually exhibit a large number of rental dwellings and a predominance of low-income families.

2. Quality of neighborhood life.

Residents of the low-income neighborhoods who were queried by our interviewers often described their neighborhoods as unattractive, and less desirable to live in than other parts of town.

In our highest delinquency areas, youngsters see the least evidence of any commonly-accepted standards of behavior. They observe conflicts between their neighborhood standards and those of the rest of the community, between teen-agers and adults in their neighborhood, and between neighborhood adults themsleves.

Youngsters in these areas recognize clearly when their friends are be-having in a way the outside community would call delinquent.

The opinion polls have produced a poignant finding. Young people of these areas envision a bright future for themselves; they confidently expect they will have far more extensive educations, better jobs, and higher incomes than their parents ever did. Many express ambitions fully as high as those of children from middle income families. They seem to have little idea of the obstacles in their way. They generally see failure as a result of personal shortcomings, rather than because of social obstacles.

3. Quality of personal life.

While a poor quality of neighborhood life is associated with higher risks of delinquency, most children from these areas grow up as law-abiding and responsible teen-agers. Many will complete high school and find stable jobs; others will go on to college and the professions.

What are the characteristics in their individual environments which tend to shield some children from the difficulties that engulf their less fortunate friends?

Some children in the low income area may find protection in the nature of their family and in their relationships with their parents. Several studies have indicated that non-delinquent children living in such low income areas receive stronger and more open love from their parents; in particular, the "good" children have equally affectionate relationships with both parents while delinquents have less satisfactory relationships with their fathers. Parental affection seems to insulate boys from the influence of the delinquents around them.

Sociologists also have reason to believe that families who stay together and who give consistent discipline to their children provide another kind of protection against adverse outside influences toward delinquency and other youth problems.

Not only do such family influences provide a protective barrier against detrimental neighborhood conditions, but there is some evidence that different child training practices produce youngsters with basic differences in character structure.

One promising classification of personality stages in pre-adolescence and adolescence is emerging from research being conducted by the Syracuse University Youth Development Center. Youngsters at various stages of personal development show marked differences in styles of learning, in response to criticism, and in feelings about adult authority.

Under favorable conditions, most children move from one stage to another toward greater maturity. However, children who experience some of the adverse family conditions described above may be "arrested" or frozen at lower levels of maturity.

Local research has shown that those "less mature" children are apt to be very self-centered, have low regard for teachers and school rules, and express more negative opinions about themselves and their future. In addition, they are more likely to possess a history of poor school conduct and police contacts.

The picture is not entirely negative, however. Recent experience has shown that boys and girls respond quite favorably to experiences which are specially designed with full recognition of the assets and handicaps of their own particular stage of personal development. Such insights will be particularly helpful in developing the ingredients for more effective educational and correctional programs.

D. Recommendations for action.

We believe our programs should approach the problem in many different ways to accommodate individual needs. Adults working with these young people should be specially trained, and their talents used where they will be most effective.

Our programs should involve actively the residents of the neighborhoods, giving these residents opportunities to make decisions to give them a sense of greater control over their environments and their own lives. For maximum success, the programs must enlist the support of the total community as well.

These are our goals:

1. To provide opportunities for achievement in employment.
    a. to increase employability of depressed area youth through the development of skills.
    b. to increase their employability through training in good work habits.
    c. to increase employment opportunities through job development and fair employment practices.
    d. to increase job visibility by helping youth find jobs.
2. To provide opportunities for achievement in education.
    a. to provide programs that will increase achievement level of depressed area youth.
    b. to provide programs that will increase the holding power of the school.
    c. to provide special terminal programs for those who are either not motivated or do not desire to complete their education.
    d. to provide programs that will integrate the areas of education and work.
3. To provide rehabilitative programs for those with special needs.
    a. to provide programs for youth with special needs to facilitate their benefitting from education and employment programs.
    b. to provide other special programs of a restorative nature.

4. To provide community services that support and supplement education and employment programs.
    - a. to provide neighborhood self-help programs to strengthen the social integration of the depressed area community.
    - b. to provide other supporting services to enable neighborhood youth to increase competence in areas related to education and employment.
    - c. to provide information and referral services that will enable area residents to use the resources in their community.

II. EDUCATION

A. Introduction.

Americans have always depended heavily on their schools to prepare leaders for democracy. These leaders have traditionally come from the great middle classes; the middle-class way of looking at things has dominated American life, and the schools in such a climate of opinion have necessarily suited themselves primarily to the needs and habits of middle class children. Now, however, we find ourselves in an age which demands that the schools play an equally important role for less advantaged children as well.

In the first place, to get a decent job in this country -- one with any promise -- you must have at least a high school diploma. The kind of jobs you can get without one are disappearing. It is almost impossible now for a lower class child to relive the old Horatio Alger stories, leaving school at eighth grade and winding up a captain of industry. Disadvantaged children now need diplomas to insure their futures.

Then too, because of the rapid advance of our technology, business and industry are demanding that their graduates have more sophisticated scientific and technical background. It is the schools that must provide this expertise since the school is the gateway to participation in a technological age.

And thirdly, all children everywhere face the prospect of constant change as a way of life. The school must provide all its children with new techniques for coping with an uncertain future.

Finally, we are discovering rapidly that America needs all the talent every one of her children can muster. We can no longer afford to waste any of our valuable resources, to let any potential Edison, Marconi, Salk or Von Braun blossom unseen in the middle of a central city slum. The school is a valuable arm of the democracy, helping us in reaching out to recognize and cherish the talents of all our children, no matter where they may be.

Because society has demanded traditionally that the schools adapt themselves to the middle class child, the child from less fortunate surroundings has not always been able to measure up to what the schools demanded of him.

The school expects children from low-income areas to be able to express themselves as easily as children from middle-income areas, to think abstractly, and to build on a wide variety of interesting experiences they have already been given by their parents before they come to school.

Many school tests of ability and intelligence, for example, are based on common middle class experiences. One test showed a picture of a telephone with the wire cut, and asked the child to explain what was wrong with the picture. One little girl didn't know; her teacher discovered the little girl's home had never had a telephone.

Thus handicapped by a different sort of environment, many lower class children simply cannot meet school demands. They may drop back to the grade behind them, become further discouraged, drop out of school, fail to get a job, and succumb to the temptation of delinquency or crime.

The Mayor's Commission proposes a series of programs designed specifically to meet the educational needs of children from the less advantaged areas of the community. These programs will provide expert help to these children in reading and speaking, skills basic to success in school and later life. The Commission also proposes to develop new teaching materials, tailored to mean something to children from low-income areas. Most first readers, for example, show happy, prosperous white children frolicking about suburban lawns and gardens, visiting airports, going to the country to see grandma. Such illustrations are little help in teaching a child from a low-income family to read. They don't mean anything to him. He may even resent them. His flowers come in window boxes; his transportation is his own two feet; his grandma lives right in the same room at home with him. The Commission will prepare teaching materials that will help disadvantaged children to learn because they build on settings and activities he knows and understands.

The Commission also proposes via another program to provide these children with many of the experiences that have been missing thus far in their lives, with concerts, plays, visits to business and industry, trips to galleries, libraries and museums. Such experiences can open the door for the child of a low-income area to understand the larger world around him in a way that was never possible before. He can understand the books based on those experiences, talk more easily to people who have had these experiences, generalize on these experiences to think more successfully on an abstract level.

New Commission programs will also help young people understand the relationship between school and the real world outside. A good many children don't really see any connection between what they must learn and what they expect to do after they leave school. The Commission proposes to provide a curriculum to emphasize the importance of staying in school until graduation, and to ease the transition from school to full-time employment.

In short, the Commission proposes to accomplish desirable change in the education of children from our central city areas by giving them special help in reading and speaking, by designing new materials that will help them learn, through expanded guidance, and through helping teachers to understand these children better by learning more about them and more about their lives as a whole.

B. Specific education programs.

1. Reading and language skills.

The Mayor's Commission has set out to develop new and creative ways of bringing education to a group of children who may find it hard to learn to read and speak effectively. Many of these new programs are striking in their originality; several of them have not, so far as the Commission knows, been envisioned or undertaken anywhere else in the country.

Many children in our central city areas fall further and further behind in reading and speaking skills; by the time they reach junior high school their performance may be well below seventh grade level.

Because they cannot read easily, they cannot understand what they read in other subjects, and this reading problem handicaps their entire learning process.

Our first effort will be devoted to bringing massive aid to these children while they are still in school. A corrective reading program planned by teachers working with reading specialists has been designed to make every teacher into a reading teacher, emphasizing the importance of reading skill in every subject. Children with special problems will be helped in school reading clinics staffed by reading clinicians.

Mobile "language laboratories" using tape recorders, listening devices and programmed instruction will help these children develop clear and precise habits of speech. The whole reading and speaking program will be based on experiences and books and stories especially planned and chosen because they mean something to the children in these schools.

The reading program will not stop with the school. A novel idea originated in Syracuse which may serve as a pattern to planners in other parts of the country calls for a resident summer reading camp. Located on a waterfront in some attractive wooded setting, the camp will give school children the kind of fun and outdoor recreation many never have a chance to enjoy. Most importantly, the camp program will concentrate on reading, related to the daily experiences of the youngsters in camp.

The program is designed not only to make reading enjoyable, but an integral part of life for the child; to help bring him up to his proper grade level in his reading skills, and to provide him with individual guidance in handling the problems and frustrations facing low income children in an urban area.

Camp staff members will include high achieving older children from the action area as junior counselors and tutors. The camp program will concentrate on motivating the children toward future education and higher social and economic goals in life. Such a camp can provide an effective way of identifying and encouraging children whose special abilities might have gone unrecognized and undeveloped in a low-income area.

Another original Syracuse program aimed at the promising child will be an informal summer language program for pupils still in the elementary schools. Modeled on a successful program developed here last summer, this new proposal envisions a summer school session emphasizing language skills and reading and giving children an unusual opportunity to catch up with their grade level through experiences designed particularly for them.

2. Curriculum and Materials.

Undergirding the entire education program of the Mayor's Commission is the proposal to develop entirely new curricular materials designed particularly for Syracuse children and based on their experiences in their own neighborhoods of the city.

The children themselves can contribute to producing these materials. As they write about their experiences, their compositions will be saved and incorporated into special books, "pupil anthologies," for other children to savor as they read.

The Commission will also hire teachers, specialists, and graduate students particularly gifted in writing about the life of the neighborhoods. These experts will meet in special summer workshops to develop a whole new range of materials based on the culture of disadvantaged youngsters in Syracuse. Sparkling new stories, poems, songs, and word games based on what is "real life" to the children can make their education come suddenly more alive. These materials will also emphasize the contributions of neighborhood racial and religious groups to the city and to American society as a whole.

The Commission also proposes to enliven the curriculum by the introduction of a wide variety of visitors to the schoolroom and through field trips made by the children to the larger community. In this way the children and the community will come to know each other in new and positive ways. Social agencies, industries and local foundations will cooperate with the schools in this inter-city project to increase the knowledge and understanding of all our citizens about each other.

3. Guidance.

Specially re-enforced guidance programs will be designed to help children meet their immediate problems and to develop their insight into ways of handling difficulties in the future. The guidance program, provided by a skilled team, will support teachers and administrators who operate under particular kinds of stress in underprivileged schools.

The program will be designed to provide individual and group counseling both to students and their parents, to aid in handling the emotionally troubled child, reducing the drop-out rate and to help establish favorable school climates for racial integration.

A special program will be established in the schools for the emotionally disturbed youngster, enabling him to continue learning in an atmosphere that may be less stressful for him, and designed to return him to the regular classroom when he is able. One concrete result of such a program may be to help children realize the worth of school and to reduce the school drop-out rate by appropriate guidance provided at the strategic time.

Another proposal to be pioneered in Syracuse will involve a re-entry program for drop-outs. Many children who leave school, the Commission believes, find the outside world less glamorous than they had expected. Given a second chance, they would go back to school and finish.

Neighborhood residents and youth workers will be enlisted to find boys and girls who might be interested in returning. An intensive program of remedial education and counseling at the Neighborhood Study Center discussed below will help them catch up and ease their re-entry into the school system. A modified curriculum and the availability of continued counseling will motivate many, the Commission believes, to remain and graduate. A special six-weeks summer program will also be offered to these youngsters to help them develop the confidence necessary to go back to school.

4. Work and education.

The work and education program will meet the special needs of neighborhood youngsters by emphasizing vocational education in the schools. A school and work program will provide an alternative curriculum in the schools leading to a high school diploma. Students who participate in the program will spend part time in school and part time at work sites. This particular school curriculum will be organized to meet the needs of different groups of students in the program.

Another original school program developed by the Commission is the odd-job employment service. Students will organize an after school work program to earn their own spending money. During the process, they will develop managerial skills and responsible work habits.

The Commission is also establishing a special program for the determined dropout. At various times during the year, the student bent on dropping out will go out into the world of work and look for jobs. Through these experiences while still in school, he may realize the hopelessness of obtaining a jc' without a high school diploma and may consider other alternatives in the school.

5. School and community.

By means of two special programs, the Mayor's Commission for Youth will attempt to merge the interests of the school and the neighborhood. The community school program will extend the regular program of the school into after school and evening hours, and into weekends. A variety of recreational, vocational and educational programs will be offered to reflect the needs and interests of neighborhood residents. The community school program, designed to serve both young people and adults, will become a focus of community life. Neighborhood residents will help to determine the programs to be offered and the projects to be undertaken.

Another original new idea developed here in Syracuse proposes a series of study centers, located in the children's own neighborhoods and easily accessible to their homes and schools.

At each center, specialists, homework helpers, and neighborhood volunteers will be ready to help children with their homework, to suggest attractive stories to younger readers, and to intrigue the pre-schoolers with story hours that can open before them the whole world of books and learning. Each center will have its own library, stocked with attractive books, magazines, records and other materials that may not be available at home. The center will also provide space, peace and quiet for contemplation or study, luxuries often out of the question in crowded dwellings of the central urban district.

The center will provide an attractive neighborhood gathering place with daytime coffee hours for the mothers, space for meetings, and a sympathetic and competent staff including trained social workers prepared to give family counseling or lead discussion groups for parents in subjects that interest them: child development, budgeting, work opportunities, homemaking and home maintenance skills.

6. Team planning.

The Mayor's Commission proposes to increase opportunities for teachers to work and plan together as a team to meet the needs of students and to develop new skills for teaching disadvantaged youngsters. This program expands the role of the teacher by increasing her opportunities to participate in the decision-making process in the schools, and by utilizing the strengths of individual teachers as a common resource to all team members.

Through in-service training, teachers will develop greater insights into the needs of inner city children, and will increase their competence in this demanding new specialty of teaching the disadvantaged.

The team concept is basic to all the education programs, as well as other Commission programs.

C. Summary.

The entire education program proposed by the Mayor's Commission for Youth will strengthen the part the schools play in the lives of all our children, giving to the schools special new resources for handling the problems of children in some of our city's most difficult and demanding areas.

By drawing on the talents and resources of the whole city to launch this original and enterprising new program, the Commission hopes not only to enrich the lives and brighten the prospects of children in our disadvantaged areas, but to improve the texture and quality of community living as a whole.

III. EMPLOYMENT

A. Introduction.

To be somebody in this country, you must have a steady job and money. For most people, a job is the prime symbol of success, and a young man without a job finds it hard to grow up as a respected and competent adult. The youngster who is idle may find it more difficult to resist temptations toward delinquency or crime.

The Mayor's Commission realizes that young people as a whole have difficulty in getting jobs; the Commission also realizes that young people of our low-income areas have even less chance for employment than others.

Therefore, we propose a series of employment training programs designed to serve this group as paths to dignity and self-respect as well as avenues to economic security.

Such a program can serve the community as richly as it does the individual. Training these young people can benefit business and industry by moving into areas of labor shortage a valuable new group of workers, qualified in the scarce trades and service skills. This new employment can reduce welfare loads and increase the number of independent, tax-paying citizens in our community as a whole.

We wish to stress that conferring technical competence on young people from these areas and employing them will not alone solve the problem of delinquent behavior or other associated problems. The training of individuals must be accompanied by significant changes in their environment.

The programs proposed by the Mayor's Commission have been designed to bring about some of this desirable change directly. We believe they will have indirect impact as well. They may re-enforce parents' interest in their children. They may stimulate adults of the neighborhood in taking action to change their surroundings. Finally, the commission's commitment to the area, buttressed by neighborhood and community interest, may fortify the approach of such basic institutions as schools, police, social and recreational agencies, churches and social groups.

B. Objectives.

Our first goal is to present a series of programs flexible enough to appeal to a group of young people extremely varied as to age, employability, and degree of maturity. We plan to spot these differences, and fit young people into programs suited for them as individuals. In some of these young people, for example, lack of maturity is the biggest obstacle to getting a job. They just don't behave in what an employer considers a grown-up fashion. We have built a kind of artificial aging or "seasoning" process into programs for them, hoping through special training in work attitudes as well as skills, to give them a reasonable equivalent for the experience that would make them desirable employees.

Some young people need a graduated series of programs, designed to move them with considerable support into the independence of full employment. They need programs imparting increasingly more sophisticated skills and imposing heavier responsibilities until they can achieve a level of competence enabling them to market their talents successfully. A second goal is to present such a rationally organized series of programs, allowing our young people to develop gradually instead of catapaulting them too abruptly into a job hunt that can result only in frustration and failure.

Our third goal is to involve these young people in programs that will put them at tasks which are really productive. Young people can spot "made work" a mile away, and they will inevitably dismiss it as phony and unworthy of their time. Our programs, therefore, will involve work that really needs to be done.

We also want to place these young people in a working atmosphere that duplicates as closely as possible a real job. We propose to equip them with flexibility in skills enabling them to adapt to a changing job market. Finally, we intend to emphasize the importance of continued education, either through re-entry into school proper or through some equivalent which will equip them with the diplomas increasingly necessary for acceptance in an industrial world.

C. Employment Programs.

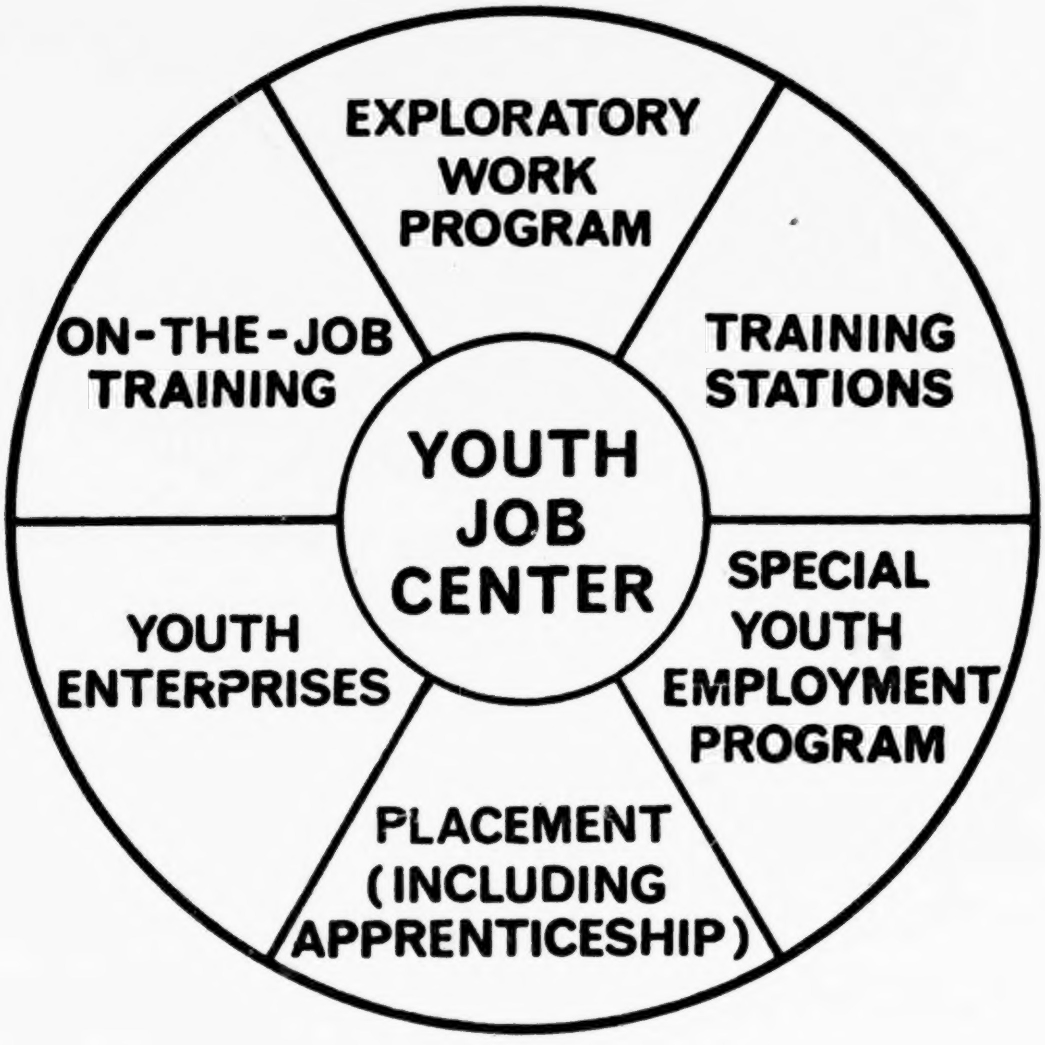
1. Youth Job Center.

The focus of our program is the Youth Job Center, a promising new concept developed here in Syracuse to coordinate the various employment programs and relate them to other Commission programs in education and community service.

The young person who enters the Youth Job Center will be evaluated by expert counselors; he and his counselor together will develop an individually tailored training plan. He can move from one program to another in a graded series, or he can utilize one or more programs in whatever order meets his needs, moving as his progress warrants until he emerges into full-time employment.

The diagram on Page 24 shows the Youth Job Center, surrounded by the various programs the Mayor's Commission will develop or sponsor. This is a system specifically designed to train, upgrade and move young people progressively into full-time employment.

A strong educational program will be a part of the training plan. Through the participation of the city school systems, we will arrange high-school equivalency programs so that young people who can't go back to school can get their diplomas. We will provide remedial education in reading, writing, arithmetic and language skills. And we will give them the information they need about the community and how to live in it: where the buslines go, for example, or how to handle intelligently adult responsibility in insurance, taxes, contracts or budgeting.


EXPLORATORY WORK PROGRAM
TRAINING STATIONS
SPECIAL YOUTH EMPLOYMENT PROGRAM
PLACEMENT (INCLUDING APPRENTICESHIP)
YOUTH ENTERPRISES
ON-THE-JOB TRAINING
YOUTH JOB CENTER

We will provide special training for youth in the trades and services, steering them to areas where labor is short and they will be most apt to get a job. We will give them valuable advance preparation for the difficult personal arts involved in getting and holding jobs. Such matters as applying for jobs, taking job placement tests, and satisfying an employer on the job can all be made easier by advance preparation.

To be sure that all this is as efficiently and effectively done as possible, each young person entering the Youth Job Center will be assigned a counselor. That counselor will evaluate the youth's talents and interests, will help him map out his program, guide him through its various phases, help him get a job, and continue helping him as much as he needs it after he is employed. This kind of personal support we believe will be invaluable to young people from low-income areas who may be uncertain and apprehensive about entering the wider world of employment.

Every young person of 16 through 21 in our action areas who is not in school will be eligible to enter the Youth Job Center. We expect to recruit young people in a number of ways: through recommendations from churches, schools and agencies, by sending out special emissaries to find young people who might be interested, by organizing neighborhood residents to spot them, and through television, radio and newspapers. The counselors from the Youth Job Center will work directly in the neighborhoods where youth live and will be available in the evenings for consultation.

The Mayor's Commission will enlist the cooperation of the entire business and industrial community to make this program a success. Representatives of employers and of labor and of public and private organizations in the area will serve as prime members of an employment advisory council, giving us the kind of information we need to produce employees with needed skills and to prepare them as effectively as possible.

At the same time we need help, information and counsel from the residents of the areas to be served. Representatives of the neighborhoods, both adults and young people, will serve on a neighborhood advisory council to keep the commission actively informed about neighborhood youth and to insure that we give them the kind of service they want and need.

2. Training programs offered by the Youth Job Center.

   a. Training stations.

      At the present time, a good many young people in our low-income areas leave school because they are bored and unhappy. They don't see any relationship between what they are taught and what will be useful in an adult world. Yet many of these young people have a good deal of talent. For them we will set up programs to provide skill training in an atmosphere as much like that on the job and as little like school as possible. We will train them particularly to enter the labor-hungry trades and services, focusing primarily on young people between 17 and 21 who need preparation before they can enter employment, on-the-job training, or an apprenticeship program.

We expect to develop three kinds of training stations: skill centers, work stations, and work crews. In skill centers, young people will be trained in such arts as furniture repair and refinishing, food handling and processing, carpentry or other desirable areas. We will contact public and private agencies and institutions to provide work that needs to be done. In the skill centers, a shop atmosphere will be established and young people will be doing real work.

In work stations, young people will be trained in actual commercial or industrial settings. Examples are garages and auto repair shops, department stores, orchards or nurseries. In such settings, training stations will be operated with the cooperation and participation of the owners.

Work crews, as the third form of training in this area, will be organized to move from project to project in the same or related skill areas. Such crews may be employed, for example, at state parks: building or repairing cabins, maintaining camp shelters, or repairing boats. Skills learned in all of these settings will be widely marketable.

Through these programs we hope to demonstrate that disadvantaged young people who have rejected school can be trained outside an academic setting and can achieve skill levels that will make them employable and useful to the community. We also hope to demonstrate that some of these young people can be persuaded that formal education will be valuable to them and be motivated to return to school.

These programs will also serve to introduce young people and employers to each other, making each group more aware of the other's desires and more understanding of their needs.

b. Exploratory work programs.

A good many inexperienced young people in our low-income areas aren't ready for steady jobs, even though they may have dropped out of school. They have had no chance to acquire the appropriate work habits and attitudes, and have not had the opportunity to investigate a variety of possible occupations before settling down happily in one. The exploratory work program will enable these young people to explore various jobs and at the same time will "season" them so they can become productive workers. Inexperienced out-of-school youth between 16 and 18 will be particularly interested in this program.

Counselors will place young people in many different kinds of settings such as public and private agencies, hospitals, settlement houses, and in governmental bureaus such as public works or motor vehicle departments, law enforcement offices or courts, parks and playgrounds. In these settings, experienced foremen will guide young people in tasks suited to unseasoned employees such as maintenance, minor repair, conservation, landscaping or construction.

c. On-the-job training.

On-the-job training equips young people particularly well to move directly into full-time occupations. They work at an appropriately skilled level; they must get along with co-workers; they learn to accept directions amenably; and they get valuable experience in performing in the precise manner a particular employer prefers. If risks during the training period are shared with the Commission, employers may be more willing to accept inexperienced employees for on-the-job training. Young people between 18 and 21 with at least five years of schooling and at least three months experience in previous placements will be considered as candidates for this program. Young people can be trained in a wide variety of fields. Precise programs will be worked out by the Mayor's Commission and the U. S. Bureau of Apprenticeship Training and the employers.

Each young person's counselor will play an important role; helping select his job site, introducing him to the employer, and continuing to counsel him and to confer with his employer during the training. Through these continuing relationships the counselor will assist the employer to profit by the arrangement and will provide support for the youth in what can be a very demanding series of experiences.

d. Youth enterprises.

This program is designed to give young people experience in actually initiating and running their own businesses. Young people in low-income areas rarely get this kind of experience. In their own neighborhoods they see only limited examples of private enterprise: bars, grocery stores, barber shops, or luncheonettes. They see few successful businessmen or industrialists. They have no chance to learn the various methods of setting up business, obtaining credit or securing patrons.

The youth enterprise is a unique proposal, originated here in Syracuse, to give young people the kind of encouragement their environment does not provide. We hope to demonstrate that these young people are perfectly capable of running their own businesses and of developing into neighborhood leaders, given the necessary know-how and preparatory experience. In this program we will focus on young people from 18 through 21.

Promising young people who have participated in the employment programs of the Mayor's Commission will be selected to engage in a youth enterprise. Criteria will be skill, leadership and personality.

Guidance counselors will give them a full course of instruction covering such areas as liability, zoning ordinances and codes, building permits etc.

Young people will be organized into teams and each team launched in an area that seems promising. Young people in such enterprises, for example, might on contract provide building maintenance, window washing, groundskeeping and landscaping, painting, or delivery service.

Once the enterprise is underway, it will be incorporated as a business with the team members serving as officers. An advisory council of business and professional men will assist the teams, advising on work quality and serving as trouble-shooters where needed.

One of the most original facets of the program is the opportunity it will provide to educate young people about banking and credit.

A small fund obtained from private sources will be set up on a revolving basis to initiate the enterprises. Loans will be made to these young businessmen from this fund. The loan operation will take place in one of the city's banks, giving young people a feel for the business atmosphere and good experience in the necessary attitudes, skills and behavior patterns useful in financial dealings.

e. Special youth and employment programs.

The special youth and employment programs are designed for young people so damaged by ill health, emotional disturbance or family problems as to be unable to fit into one of the other employment programs.

These young people are poorly equipped with job skills, as well as intellectually and emotionally unprepared for work. They are indifferent to such work requirements as getting to the job on time; they resist taking directions; and they often find it difficult to work with others.

This program will provide pre-employment training in a setting especially designed to provide support for these young people through special counseling, psychotherapy as indicated, and a planned program of activity intended to help them learn to function as members of a group.

We hope to demonstrate that this kind of program can enable many of these young people to become employable in the community.

The program will include both indoor and outdoor operations, depending on the needs and preferences of the young people involved. A sheltered workshop taking contracts for such services as packaging, assembly, printing or mailing may be organized for young people who prefer more sedentary work. Outdoor occupations such as painting, maintenance or landscaping in public parks might form the work component of the outdoor program.

Work hours will be adjusted to the needs of each young person involved; the remaining hours of the day will be devoted to recreation, education, counseling and therapy. As the program proceeds, the number of work hours will increase, thus bringing the young people gradually along toward full-time employment.

We believe this program will provide a creative method of working with the young people who pose the greatest problem to the social structure, young people who otherwise may be shunted to institutions, their lives wasted and their talents lost.

The entire Mayor's Commission employment program for youth is designed as an expansion of this very principle. We hope to help these young people develop into mature independent adults, to capitalize on their talents, and to enrich the community by the full exercise of their skills.

IV. COMMUNITY SERVICES

A. Introduction.

The Mayor's Commission through its programs in education and employment proposes to help young people in our lower-income areas achieve new skills that will be useful to mature, competent adults.

The Commission emphasizes, however, that skills are not enough. We must also provide young people with matching opportunities to develop their decision-making powers and their confidence in these powers so that they can decide most effectively how to utilize their new skills in shaping a satisfying adult life.

We can provide some of these opportunities in the schools and in employment training. However, we also propose to give young people expanded opportunities to make decisions about their own lives in the neighborhoods in which they live. We must also act to insure a neighborhood environment encouraging and helpful enough to support these young people and their elders during the long, slow process of developing these skills and powers. Therefore we concentrate on various forms of community services as the third major area of action along with education and employment.

As we look at the neighborhoods our young people live in, we can see characteristics that may serve to deter our young people from making and carrying out effective decisions for their lives. We see these conditions in 1) the physical aspects of the neighborhoods, 2) the social structure of the neighborhoods, and 3) the attitudes of the inhabitants themselves.

The neighborhoods show a large percentage of dilapidated dwellings, surrounded in many cases by depressing vistas of grassless yards, dingy storefronts, and clangorous demolition projects. Many houses have "For Sale," or "For Rent" signs on them. The neighborhoods hover in a suspended state of change and upheaval.

The social structure of these neighborhoods is so arranged that many of the major decisions involving them and their people are made by outsiders:

by government, institutions or agencies from the larger community.

Because people from the neighborhoods have so little voice in making decisions about their own areas, they often feel resentful, suspicious, isolated from the people who really run things, and powerless to control their own lives.

"What's the use?" residents have been heard to ask. "Nobody listens to us anyhow. They always decide what we need and how it will operate."

Some people do not know about available community services. Others consider these services inappropriate for their own needs and say they do not know where to turn with many problems. Suitable programs for young people are sadly lacking. Many young people say they have a great deal of time on their hands and nothing much to do with it.

We propose to set up a series of programs involving much greater decision-making from both young people and adults of the area, decision-making about what the programs are to offer and when and how.

Such determination by inhabitants of the neighborhood as to content and structure of the programs will, we propose, produce more meaningful services as well as giving an increased opportunity for decision-making to the people involved. We also propose to assist existing agencies in ways that will enable them to improve coordination of services and increase their impact on the neighborhood as well.

B. Programs.

The major programs proposed by the Mayor's Commission will headquarter in Neighborhood Help Centers. One of these easily accessible structures will be located in each of the three action neighborhoods and will be open 24 hours a day to provide answers to immediate and pressing questions as well as suggestions for long-term solutions to more complicated problems. Residents can walk right in off the street to get the help they need.

The information and referral worker at the center can provide answers on a whole range of immediately pressing problems such as how to handle a disturb-

The information and referral worker at the center can provide answers on a whole range of immediately pressing problems such as how to handle a disturbed older relative, what to do when a teenager has been picked up by police, how to get immediate food and clothing in an emergency. Because he does not know the answers to such problems and may not have the informed and sympathetic network of family, friends and professionals a middle-class citizen could turn to, the resident of a low-income area badly needs such a social first-aid station.

Such a service can also help residents solve long-term problems. The referral worker can help decide which agency would be most helpful. Finally and importantly, this new service, the Commission proposes, can increase the number of neighborhood residents who are knowledgeable about the ways the community can help them in time of trouble.

The Neighborhood Help Center will serve a further purpose as a base for the Youth Councils, to be established particularly to help young people express themselves, to share in decision-making about their own affairs, and to learn the arts of citizenship in a democracy. Specifically the Youth Councils can investigate the concerns of all the teenagers in the neighborhood, discuss common problems, and plan activities that interest them.

One of the most valuable functions of the Youth Council will be its service as liaison between the community and its lower-income area young people; the council can serve as a spokesman for these youngsters, and convey back to them something of what the larger community is like and what it offers them.

The Neighborhood Help Center will also serve as a base for detached youth workers who will go out into the community to work directly with young people not apt to appear of their own accord in any formal setting.

These may be children who have failed so often they have given up trying to help themselves, young people so strongly attached to their friends that

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These may be children who have failed so often they have given up trying to help themselves, young people so strongly attached to their friends that they have given up their own decisions to the group, young people who have already been in trouble with police, and those returning from correctional institutions to face the difficult problem of fitting back into the neighborhood.

The detached youth workers can go out and contact such teenagers in their own haunts, can organize them into groups of their own kind if this seems appropriate, obtain the special services they need, or serve as an understanding support in helping them learn to manage themselves and their relationships with others.

A number of other services will be provided by the Mayor's Commission for Youth but operated by contract with existing agencies. Some of these services will be based at the Neighborhood Help Center. Others will operate out of different settings.

Neighborhood residents also need more information about their rights and responsibilities under the law. Many do not know whether what they are doing in many instances is wrong or right. Through the Legal Aid Society and through court appointed lawyers, aid has been available to them. However, residents have used it primarily in crises, or they have felt uncertain about using it at all because they did not know whether they would qualify or how to go about arranging for such aid. The Commission proposes to contract with an existing legal agency to provide on-going legal assistance at the Center in the person of a "detached" lawyer. Such a professional can often resolve explosive problems such as family battles on the spot, or in the case of criminal offenses, arrange for their effective handling. In general he can help smooth the relationship between area residents and law enforcement agencies; provide good counsel to teenagers; give advice on a variety of problems ranging from domestic quarrels to difficulties with contracts and leases; and in general, serve to educate the neighborhood about the law.

A good many mothers in the neighborhoods have never really learned the arts of good homemaking. They may have married very young, lived a hand-to-mouth existence, and been shut off for one reason or another from the usual mother-to-daughter instruction in these valuable skills. The Mayor's Commission believes that a home-making service could arrange for knowledgeable and skillful residents of the neighborhood to teach others how to budget, market and prepare food with an eye to economy and nutrition, sew and keep their homes creatively and well. The Commission believes it would be easier for women who need these skills to accept assistance from knowledgeable residents of the neighborhood who already are skillful in these areas. Such teachers could organize small classes at a suitable facility or go right into the homes to help.

A recreation service will also be based at the Neighborhood Help Center. In each neighborhood a recreation supervisor will plan and develop a comprehensive recreation program in conjunction with neighborhood residents.

Programs that may operate out of existing agencies but will be integrated with the Neighborhood Help Center, include a homemaker service, an unmarried mother program, teen centers, and a special health program.

We also propose a special program for young unmarried mothers to give them continued support and understanding during the difficult isolation of their pregnancies and to assist them in making their plans for life after their babies are delivered. By gathering several of these young women together in informal groups, skilled workers can aid them as they help and strengthen each other, talk out their problems under expert guidance, and find friendship during a period when they might ordinarily be severely isolated from others their own age. At the same time these young women will be given an opportunity to continue their education through special classes or to prepare for vocations if they do not plan to return to school after their babies are born.

Teen centers can also be provided through contract with an existing agency. At the present time no facilities in any of the target neighborhoods are beamed primarily to the leisure time needs of high school youngsters.

The Commission proposes that teen centers can provide an opportunity for young people from varied backgrounds to work together, to have fun, and to find new ways of handling their own problems and developing their own interests.

With the aid of competent leaders, teenagers in each neighborhood will design, establish and take much of the responsibility for operating their own centers, learning much in the process about budgeting, maintenance, and government of such an on-going project.

As a demonstration project the Commission will arrange for a physician to take on as patients a certain number of families and to serve them as their family doctor, learning to know the problems and medical difficulties of each family, and providing them with care which is continuous, individualized and available when the family needs it.

In the past many area families postponed medical care until a crisis; the Commission suggests that this new service will avert many crises, provide better health care for the area, and enable families to take advantage more easily of other services open to them in the community.

Both these professional services, the Commission believes, can provide valuable information to the larger community as to the special needs of lower-income families for professional service, and suggest new and imaginative ways of providing the appropriate advice or care.

The Commission also proposes a series of programs of a restorative nature, programs designed to help young people who have already violated the social or legal standards of the community. These may also operate through contracts with existing agencies.

The Commission proposes to establish group homes for young people who find it difficult or impossible for various reasons to live in their own homes. Wayward young girls, for example, whose parents find them ungovernable, are often sent to correctional institutions because there is no place else to put them. A special home might avoid this incarceration. Such homes also could serve as half-way houses for young people coming back from correctional institutions, aiding them in their adjustment to the reality of living in society once more.

Another home might serve as the site of a treatment program for young people who have been adjudged delinquent, young people who might profit more by learning to live constructively in the community rather than being sent away to a correctional institution where their problems of adjustment to society might only be postponed.

Some adjudicated delinquents might live in a group home during the period of their treatment; others might be allowed to live in their own homes, coming into the group home for necessary therapy and counseling.

These programs would involve cooperation from the law enforcement agencies and the courts. The Commission believes, however, they might provide a new and constructive way of helping young people find their way back to a constructive role in the community at large.

As a final and important aspect of its planning for the total low-income neighborhood, the Commission proposes to develop new ways in which adult residents of the areas can begin to shape their own lives more effectively.

We propose to assist neighborhood residents in setting up their own neighborhood improvement groups. Through these groups, the adults of the area can act to identify their own community problems, develop solutions to these problems, and convey to the outer community their own interpretation of these problems and solutions. The important factor in such groups will be the investment of time and interest by residents of the neighborhood themselves and the resulting skills and self confidence they develop in making their own decisions about the environments that affect their own lives.

These new organizations will provide the necessary vehicles by which residents may contribute their own strengths and resources in identifying and solving the problems that most directly affect them and their children.

C. Organizational structure.

One of the most challenging problems faced by any community looking for new insights into continuing community problems is to find the appropriate structure for employing the powers and strengths of existing community organizations in new and creative ways. The Commission proposes to utilize the resources of every agency which evinces an interest in helping to solve the problems of our central city, and is willing to take a fresh look and a new approach.

In such a delicately balanced organizational framework, the Commission believes that the checks and balances of an experienced community can be utilized creatively in working with a new organization dedicated to finding fresh ways of solving community problems and meeting community needs.

V. EVALUATING THE RESULTS

A demonstration program, such as this one, sets out to prove that a persistent problem can be solved through new and creative approaches. Plans for evaluating the program's success must be built into the design from the beginning if we are to learn what has failed and what has succeeded in meeting the objectives of the entire undertaking. Evaluation of the Commission's program may also indicate to other communities what direction their own efforts might take to combat similar problems.

The primary objective of the Mayor's Commission for Youth is to provide opportunities for Syracuse teenagers in the low-income neighborhoods to develop into responsible, law-abiding, self-reliant and competent young adults. The Commission proposes to achieve this goal primarily through changing the environment around these young people in ways that will be helpful to them, and in equipping them with the skills and decision-making ability and self confidence necessary to a satisfying adult life.

We must measure as we go along the degree of change we have produced in the environment, and the amount of increased responsibility neighborhood people have taken for decision making. We must then determine whether these changes have produced the impact we expected on the lives of young people in the area. In addition, we must measure the effectiveness of particular programs.

We have several indicators to watch as we measure program effectiveness: delinquency and youth crime rates, academic achievement levels, school dropout rates, employment levels and the size and character of the welfare load.

The Commission's evaluation program will consist of three units: 1) a central data unit, 2) a process observation unit, and 3) an evaluation unit.

The central data unit will collect information in the fields of education, employment and delinquency. The unit will obtain this information from the files of cooperating agencies as well as from the program divisions of the Mayor's Commission and will analyze it as the program proceeds for its value as an index of our achievement.

The process observation unit will study each program as it actually swings into action, observing whether it operates the way it was expected to, and whether it gets the predicted results. The unit might, for example, find out whether action area schools really show an increase in appropriate library, audio-visual and other instructional materials. The unit may also undertake the much more difficult task of determining how often these materials are used, and how effectively.

A third unit, the evaluation unit, will measure the total impact of the program on teenagers and their parents in the action areas.

As one method of measuring this impact, the unit will repeat the Syracuse Youth Opinion Poll and the Syracuse Neighborhood Survey made in 1963. A comparison of results will help measure changes in opinions and attitudes of area residents indicating as well the degree of their participation in the program and actual changes in neighborhood conditions.

Repeated interviews with selected groups of youngsters involved in the programs will also help in determining whether our approach is indeed helping to smooth the transition from adolescence to adulthood in the fashion envisioned by the Commission.

At the end of the demonstration period, we believe, we will have solid answers as to the effectiveness of our program. These answers will help not only Syracuse but other communities committed to the development of their most valuable resource - the children and youth of America.

VI. IMPLEMENTATION

A. Program location.

The Mayor's Commission for Youth proposes to inaugurate its action programs in three specific neighborhoods near the center of the city, neighborhoods characterized by high rates of juvenile delinquency and associated youth problems. These are designated in Figure 1 as Areas A, C and D, the neighborhoods in which Commission programs will be inaugurated. Area B will have no new programs and will serve as a control neighborhood to assist in evaluating the effectiveness of the programs in A, C and D.

In each of the three action neighborhoods (A, C and D) a Neighborhood Help Center will be established to serve as headquarters for Commission programs in that area. Each center will contain a neighborhod study center as well as serving as headquarters for a staff of social workers, youth workers and others delegated to serve the area.

The education programs proposed by the Mayor's Commission will center primarily in the schools of each neighborhood. Public schools now in the action areas include Prescott, Roosevelt, Clinton, Blodgett, Washington Irving, Madison, Seymour, Central Tech, Croton, and Danforth; parochial schools are St. Lucy's and Cathedral. These schools now enroll approximately 10,000 children.

Other Commission programs will fan out into the community as young people visit cultural centers, receive training at business and industrial locations or special services at appropriate agencies. The Youth Job Center serves to anchor and coordinate the employment programs.

B. Financing.

As presently conceived, the Syracuse program will extend for three years on a demonstration basis, The major portion of the financing for the program is expected to come from various public agencies, particularly at the Federal level. The U. S. Departments of Labor and of Health, Education and Welfare have already made grants of $160,000 to the Commission toward the support of a program to provide school drop-outs with employment skills and on-the-job training.

In addition, the Commission expects that Syracuse by taking a creative and fresh approach to problems of lower income children can enlist support from major national foundations as well as from private sources.

One indication of the interest provoked nationally by Syracuse planning for its young people can be found in the number of requests from around the country already coming into Commission offices for copies of programs being drawn up here.

C. Administration.

Having completed 18 months of planning, the Mayor's Commission for Youth now moves into the action phase of its program.

Now including 55 volunteer community representatives as members and enlisting 150 citizens in its task forces, the Mayor's Commission will continue to determine the broad policies and general direction of Commission activities. Specific responsibility will continue to be delegated to the Commission's board of directors for carrying out these policies.

The Commission's professional staff in its action phase will be headed by an executive director to administer and coordinate all operations. He will be responsible to the Commission's Board of directors.

Reporting to the executive director will be the directors of the Commission's operating divisions: 1) program, 2) research and evaluation and 3) training.

The program division will supervise and coordinate all action programs sponsored by the Commission in education, employment and community services.

The research division will evaluate the effectiveness of the various programs instituted by the Commission and will measure their total impact on the community as well as their specific effect on the youth problems to which the commission has addressed itself.

The training division will organize all training programs for staff members and participants as well as cooperating with community organizations in developing training programs for their staff members. The training division is also entrusted with responsibility for directing a program of community education designed to create greater general understanding of the action area and its problems.

In general, the Commission will continue as a strong force in the community, operating to demonstrate new techniques for dealing with youth problems in the action area. The Commission will publicize its plans and coordinate them with existing programs and agencies in the community.

Existing community agencies will be given every encouragement to carry out programs and to serve as the agents of change. Whenever possible, the Commission will carry out its mandate through contracts for programs to be carried out by public and private agencies already operating in the community. The Commission will operate programs directly only when existing resources cannot be adapted to community purposes. Through its central staff, the Commission will retain responsibility for supervision and evaluation of contract programs, for direct operation of other programs, and for training.

D. Background

Three years ago the U. S. Congress enacted the Juvenile Delinquency and Youth Offenses Control Act to provide financial support to programs which might demonstrate effective methods in the prevention and control of juvenile delinquency.

Syracuse at that point was increasingly concerned about juvenile delinquency and related youth problems in the low-income neighborhoods surrounding the city's central business district. The problem was further complicated by the necessity of moving a number of residents from many of these areas to make way for large scale urban renewal programs, by the concomitant shift in the tax base, and by a simultaneous increase in welfare loads.

Early in 1962 a local committee appointed by Mayor William F. Walsh recommended that Syracuse apply for a Federal planning grant in order to prepare a proposal for a demonstration program under the 1961 law.

The United Community Chest and Council of Onondage County, Inc. and the Syracuse University Youth Development Center jointly developed the proposal and the city submitted it to the President't Committee on Juvenile Delinquency, the Federal unit that was created to operate the Juvenile Delinquency and Youth Offenses Control Act.

In October of 1962 Syracuse was awarded a planning grant of $141,284. The Mayor's Commission for Youth was then organized as a private, non-profit membership corporation. As 1962 drew to a close, the Commission established itself in offices provided by the Syracuse Housing Authority.

The community then mustered its resources for an 18-month planning period to be devoted to evaluating the precise nature of the problem in Syracuse, to deciding on the most effective ways of meeting it, and to incorporating these basic philosophical concepts into proposals for action programs.

The Commission first acted to negotiate contracts with the Youth Development Center for research, and with the Community Chest and Council for program planning.

The center began an extensive research program devoted to examining the attitudes of youth and their parents in both low and middle income areas concerning themselves, their friends and families, and their relationships with various community institutions such as law enforcement agencies.

On another level, the Commission appointed task forces of community residents -- both lay and professional people -- especially interested and qualified in the fields of education, employment, group services and recreation, services to individuals and families, and neighborhood organization. Staffed by representatives from the Chest and Council, these committees met intensively over the next year to investigate the local problem and to draw up plans in their particular areas of interest for meeting it.

At the same time the Youth Development Center and planning associates from the Chest and Council collected data on welfare, employment and other pertinent areas to help in defining the problem and its possible solutions.

Among the 16 cities originally given planning grants, Syracuse has been unique both for the extent of participation by her community lay people in planning and for the number of nationally known consultants who have come to advise in development of local proposals.

From this concerted thought and planning, programs have evolved in three basic areas: education, employment and community service. The Mayor's Commission has also developed a plan for evaluating these programs as they are put into action.

The Commission submits these programs in the hope that they may help the young people of Syracuse to achieve a happier maturity and the city as a whole to find a richer pattern of community living.

STATEMENT BY THE HONORABLE WILLIAM F. WALSH, MAYOR OF THE CITY OF SYRACUSE, NEW YORK, BEFORE THE EDUCATION AND LABOR COMMITTEE OF THE UNITED STATES HOUSE OF REPRESENTATIVES

APRIL 15, 1964

I AM MAYOR WILLIAM WALSH OF THE CITY OF SYRACUSE IN NEW YORK STATE. I HAVE ACCEPTED AN INVITATION FROM CONGRESSMAN ADAM CLAYTON POWELL TO DISCUSS WITH YOU MY VIEWS ON H.R. 10440 -- THE ECONOMIC OPPORTUNITY ACT OF 1964.

INTRODUCTION

INITIALLY, MAY I EMPHASIZE THAT MY EDUCATION, EXPERIENCE AND BACKGROUND GIVES ME SOME AUTHORITY TO SPEAK FROM KNOWLEDGE AND CONVICTION ABOUT THE PROBLEMS OF POVERTY. I HAVE A DEGREE IN SOCIOLOGY FROM ST. BONAVENTURE COLLEGE, I STUDIED AT THE SCHOOL OF SOCIAL WORK AT CATHOLIC UNIV. HERE IN WASHINGTON, AND I HAVE A MASTERS DEGREE IN SOCIAL WORK FROM THE UNIVERSITY OF BUFFALO. I HAVE ALSO COMPLETED THE COURSE REQUIREMENTS FOR A Ph.D. IN SOCIOLOGY AT THE MAXWELL SCHOOL OF CITIZENSHIP AT SYRACUSE UNIVERSITY. ADDITIONALLY, I HAVE HAD MANY YEARS OF WORKING EXPERIENCE WITH SOCIAL PROBLEMS AS AN EXECUTIVE OF THE STATE COMMISSION AGAINST DISCRIMINATION, NOW THE COMMISSION ON HUMAN RIGHTS. I WAS ELECTED COMMISSIONER OF WELFARE OF SYRACUSE AND ONONDAGA COUNTY, AND LATER ELECTED MAYOR OF THE CITY OF SYRACUSE.

LOCAL ECONOMIC CONDITIONS

SYRACUSE IS NOT A POCKET OF POVERTY.

SYRACUSE IS NOT A DEPRESSED AREA.

AS MAYOR, I AM PROUD TO SAY THAT OUR PRESENT ECONOMIC PERFORMANCE, AND OUR INDICATORS OF FUTURE ECONOMIC POTENTIAL, PRESENT A PATTERN OF

ECONOMIC GROWTH WHICH SEEMS TO ASSURE SYRACUSE OF CONTINUING PROSPERITY.

OUR AREA EMPLOYMENT IS AT AN ALL-TIME HIGH; OUR UNEMPLOYMENT PERCENTAGE RATES ARE LOWER THAN EITHER THE NEW YORK STATE OR NATIONAL AVERAGES; MORE THAN 3,000 NEW JOBS HAVE BEEN CREATED EACH YEAR FOR THE PAST FIVE YEARS, AND INDICATIONS ARE THAT THIS GROWTH RATE WILL CONTINUE AND EXPAND DURING THE NEXT FIVE YEARS; SYRACUSE LEADS EVERY OTHER METROPOLITAN AREA IN NEW YORK STATE, ON A PER CAPITA BASIS, IN BOTH THE NUMBER OF STUDENTS GRADUATING FROM HIGH SCHOOL AND THE NUMBER OF STUDENTS ENTERING INSTITUTIONS OF HIGHER LEARNING.

THIS RECORD DID NOT JUST HAPPEN--IT IS THE RESULT OF HARD WORK AND FISCAL RESPONSIBILITY BY THE PEOPLE OF SYRACUSE, WITH FINANCIAL ASSISTANCE, IN SOME CASES, FROM BOTH THE STATE AND FEDERAL GOVERNMENTS.

DURING THE LAST FIVE YEARS, LOCAL FUNDS HAVE BUILT MORE THAN $20,000,000 IN NEW PUBLIC SCHOOLS, AND $14,000,000 MORE IN SCHOOL CONSTRUCTION IS PLANNED DURING THE NEXT FIVE YEARS.

MORE THAN $12,000,000 IN FEDERAL FUNDS HAS BEEN SPENT IN THE SAME TIME PERIOD TO PROVIDE OVER 700 UNITS OF NEW LOW-INCOME PUBLIC HOUSING, INCLUDING OVER 400 UNITS FOR THE ELDERLY; AND, AN ADDITIONAL 350 UNITS OF PUBLIC HOUSING FOR THE ELDERLY, COSTING OVER $6,000,000, IS NOW IN THE DESIGN STAGE.

IN THE FIELD OF URBAN RENEWAL, WE HAVE A 101-ACRE SLUM CLEARANCE PROJECT IN THE EXECUTION STATE; A 62 ACRE DOWNTOWN RENEWAL PROJECT IN THE SURVEY AND PLANNING STAGE; A 265 ACRE DOWNTOWN GENERAL NEIGHBORHOOD RENEWAL PROGRAM, IN THE PLANNING STAGE; AND, A CITY-WIDE COMMUNITY RENEWAL PROGRAM, ALMOST COMPLETED. THE TOTAL INVESTMENT IN THESE PROGRAMS WHEN THEY ARE COMPLETED, INCLUDING FEDERAL, STATE, LOCAL AND PRIVATE FUNDS WILL BE IN EXCESS OF $200,000,000.

WE HAVE A TWO-YEAR COMMUNITY COLLEGE WITH 1200 STUDENTS, AND A NEW TECHNICAL HIGH SCHOOL BUILT AT A COST OF $2,000,000. WE HAVE A PUBLICLY FINANCED CITY-COUNTY OFFICE OF ECONOMIC DEVELOPMENT, CREATED TO PROMOTE THE ECONOMIC WELFARE OF THE SYRACUSE AREA; AND WE HAVE RECENTLY ENGAGED CONSULTANTS TO PREPARE A FIVE-YEAR ACTION PROGRAM FOR INDUSTRIAL DEVELOPMENT.

WE HAVE A LOCAL MAYOR'S COMMISSION ON HUMAN RIGHTS AND A MAYOR'S COMMISSION FOR YOUTH; I WILL DISCUSS THE LATTER IN A FEW MINUTES; WE HAVE LOCAL JOB-TRAINING AND SCHOOL DROP-OUT PROGRAMS. IN ESSENCE, WE ARE WELL EQUIPPED FOR ANY ATTACK ON POVERTY, OR AS WE PREFER TO CALL IT -- A CRUSADE FOR OPPORTUNITY.

YET, IN THE MIDST OF THIS PROSPERITY, SURROUNDED AND BUTTRESSED BY THE FACILITIES AND PROGRAMS I HAVE JUST MENTIONED, WE HAVE SOME POVERTY. MORE THAN 7.6% OF THE FAMILIES IN SYRACUSE HAVE INCOMES UNDER $2,000 PER YEAR. 16.3% OF THE NON-WHITE FAMILIES, AND 7.1% OF THE WHITE FAMILIES FALL INTO THIS CATEGORY. IF THE INCOME LEVEL IS RAISED TO $3,000 PER YEAR, THE FIGURES FOR NON-WHITE FAMILIES JUMPS TO 30%, AND FOR WHITE FAMILIES TO 13.0%.

EXISTING PROBLEMS

THREE DISTINCT SOCIAL PROBLEMS FACE OUR COUNTRY TODAY. IN SYRACUSE WE LIKE TO REFER TO THEM AS OUR THREE DILEMMAS -- DELINQUENCY, DEPENDENCY, AND DISCRIMINATION.

IN OUR LOW INCOME AREAS WE FIND A CLUSTERING OF THE SOCIAL PROBLEMS PRODUCING DELINQUENCY AND CHRONIC DEPENDENCY. DISCRIMINATION PLAYS A MAJOR ROLE IN TRAPPING MANY OF OUR CITIZENS, WHO COULD OTHERWISE ESCAPE THIS DILEMMA.

OFFICIAL RECORDS OF LOCAL LAW ENFORCEMENT AGENCIES BEAR OUT OUR CONTENTION THAT SYRACUSE HAS A DELINQUENCY RATE ABOUT THREE TIMES THAT OF THE REST OF ONONDAGA COUNTY WITH THE HIGHEST RATES OCCURRING IN THE LOW-INCOME SECTIONS OF THE CITY. IN THE AREA WITH THE HIGHEST RATE, HALF OF THE 14 AND 15 YEAR OLD BOYS HAVE HAD AT LEAST ONE RECORDED ENCOUNTER WITH THE POLICE. IN OUR HIGHER INCOME AREAS, THE PROPORTION IS ONE OUT OF TEN. ADDITIONAL STUDIES SHOW THAT TWO AND A HALF TIMES AS MANY UNEMPLOYED YOUTHS -- AGES 16 TO 21 -- ARE ARRESTED AS COMPARED TO EMPLOYED YOUTHS. AGAIN, IT IS IN THE LOW-INCOME SECTIONS OF THE COMMUNITY THAT UNEMPLOYMENT AND CHRONIC DEPENDENCY ARE CONCENTRATED. THE COST TO THE COMMUNITY AND TO ALL LEVELS OF GOVERNMENT OF THIS SERIES OF ASSOCIATED PROBLEMS IS ENORMOUS.

IN SYRACUSE DURING 1962 THERE WERE 1,065 JUVENILE POLICE CONTACTS RESULTING IN 1,350 CASES. OF THE 677 CASES NOT HANDLED BY THE POLICE DEPARTMENT AND REFERRED TO COURT, 72 JUVENILES OR MORE THAN 10% WERE COMMITTED TO INSTITUTIONS. IN NEW YORK STATE INSTITUTIONS THE AVERAGE COST PER DAY FOR EACH CHILD IS $15.25, OR $5,566.25 PER YEAR, FAR MORE THAN IT COSTS TO SEND YOUR SON OR DAUGHTER TO COLLEGE. THUS, THESE 72 JUVENILES ALONE ARE COSTING THE TAXPAYERS $400,700 PER YEAR.

THIS IS ONLY ONE MEASURE OF WHAT DELINQUENCY COSTS US. IN ADDITION THERE IS THE COST OF VANDALISM, POLICE ENFORCEMENT, AND CORRECTIONAL MEASURES.

CHRONIC DEPENDENCY IS THE SECOND PART OF THE DILEMMA AND WAS ONE OF THE MOST SERIOUS PROBLEMS TOWARDS WHICH MY ATTENTION AS WELFARE COMMISSIONER WAS DIRECTED.

IT WAS THE PROBLEM OF THE "WELFARE CHILD" WHO, UPON REACHING THE AGE OF PHYSICAL MATURITY, TOOK STEPS TO RE-ENACT THE EVENTS THAT INITIALLY

PRODUCED THE WELFARE FAMILY OF WHICH HE WAS A PART. I WAS, AND STILL AM, GREATLY TROUBLED BY THE CHILDREN OF OUR WELFARE FAMILIES WHO GET MARRIED ON FRIDAY AND APPEAR AT THE WELFARE OFFICE ON MONDAY TO MAKE APPLICATION FOR THEMSELVES AS A SEPARATE FAMILY UNIT. IN SIMPLE AND DIRECT TERMS, THIS IS THE BEST EXAMPLE OF A MOST SERIOUS BREAKDOWN IN OUR SOCIAL SYSTEM. OBVIOUSLY, WE CANNOT DENY THESE PHYSICALLY MATURE INDIVIDUALS THE MEANS FOR SURVIVAL. AND WHILE WE DO GIVE THEM RELIEF THE STEPS WE TAKE TO HELP THEM TOWARD A MORE SELF-SUFFICIENT AND SATISFYING WAY OF LIFE HAVE NOT BEEN SUFFICIENTLY EFFECTIVE. THUS, WE ARE TAKING SOME LONG AND DELIBERATE STRIDES TOWARD THE CREATION OF A PERMANENT WELFARE CULTURE THAT IS TOTALLY UNACCEPTABLE TO THE MAJORITY OF THE PEOPLE IN MY COMMUNITY AND, I AM SURE, MY STATE, AND INDEED, THE COUNTRY AS A WHOLE.

DISCRIMINATION IS THE THIRD PART OF OUR DILEMMA. THE IN-MIGRANT NEGROES MOVING TO NORTHERN COMMUNITIES FROM THE SOUTH FIND THEIR WAY TO OUR CITIES AND BEGIN THEIR LIFE IN OUR COMMUNITIES IN CROWDED CONDITIONS. IT IS NO COINCIDENCE THAT THE QUESTION OF INTEGRATION OF THE NEGRO INTO THE LIFE OF NORTHERN COMMUNITIES AND OUR CONCERN AND ATTACK UPON AREAS OF HIGH INCIDENCE OF SOCIAL BREAKDOWN ARE INTIMATELY RELATED. IN OUR COMMUNITY THE GROWTH IN NEGRO POPULATION ON A PERCENTAGE BASIS HAS BEEN PHENOMENAL. SINCE THE END OF WORLD WAR II THE NEGRO POPULATION IN SYRACUSE HAS INCREASED APPROXIMATELY 400%. HERE IS A GROUP OF PEOPLE WHO BY REASONS OF THEIR MOVE HAVE INDICATED THEIR INTEREST IN TAKING DRASTIC STEPS TO IMPROVE THEIR LOT IN THIS WORLD. THEY ARE MOTIVATED TOWARDS A BETTER WAY OF LIFE. IT IS OUR RESPONSIBILITY TO TAKE STEPS THAT WILL HELP INSURE A WAY FOR THESE IN-MIGRANT CITIZENS TO DEVELOP THEIR POTENTIAL TO THE FULLEST.

THE CITY OF SYRACUSE HAS RECOGNIZED THIS PROBLEM AND HAS TAKEN STEPS TO CORRECT IT. BY VIRTUE OF A PLANNING GRANT FROM THE PRESIDENT'S COMMITTEE ON JUVENILE DELINQUENCY AND YOUTH CRIME TO THE MAYOR'S COMMISSION FOR YOUTH, INC. WE HAVE DEVELOPED AN ACTION PROGRAM FOCUSING PARTICULARLY ON THE PROBLEMS OF YOUTH IN THE INNER CITY. WE ARE IN THE PROCESS OF ESTABLISHING AN URBAN LEAGUE, AND THROUGH MY COMMISSION ON HUMAN RIGHTS WE ARE TAKING VIGOROUS STEPS TO PROVIDE MORE EQUAL OPPORTUNITY FOR ALL OF OUR CITIZENS.

EXISTING SERVICES

IN SYRACUSE AND ONONDAGA COUNTY WE HAVE HEALTH, WELFARE AND CHARACTER BUILDING SERVICES THAT COMPARE FAVORABLY WITH THOSE FOUND IN ANY AMERICAN COMMUNITY. THEY ARE ADDRESSING THEMSELVES IN GREAT MEASURE TO THE PROBLEM ABOUT WHICH WE ARE CONCERNED TODAY. AS A MATTER OF FACT, IN ONONDAGA COUNTY, THROUGH CITY, COUNTY, AND PRIVATE PHILANTHROPY, WE WILL SPEND ALMOST FORTY MILLION DOLLARS A YEAR ON PROGRAMS OF HEALTH, WELFARE, AND CHARACTER BUILDING, OR ALMOST $100 PER PERSON. BUT OF THIS AMOUNT, HOW MUCH IS BEING SPENT ON OUR LOW-INCOME GROUP AND OUR REGULAR WELFARE CLIENTS? IF WE WERE TO ASSUME ONLY 50%, OR TWENTY MILLION DOLLARS, IT WOULD AMOUNT TO APPROXIMATELY $500 PER PERSON PER YEAR. THIS DOES NOT INCLUDE AT LEAST ANOTHER FORTY MILLION THAT IS BEING SPENT ON THE EDUCATION OF OUR YOUTH. IN SYRACUSE IT AMOUNTS TO $528.15 PER STUDENT PER YEAR.

PEOPLE IN ONONDAGA COUNTY DO NOT DO WITHOUT THE BASIC NECESSITIES OF LIFE. THERE ARE SCHOOLS AND OTHER SERVICE PROGRAMS TO WHICH THEY CAN TURN FOR ASSISTANCE AND SUPPORT, BUT OUR INSTITUTIONAL SERVICES ARE NOT ADEQUATELY REACHING THE PEOPLE WHO NEED THE MOST HELP.

FOR TOO LONG WE HAVE CONCENTRATED OUR EFFORTS ON MATERIAL ASSISTANCE AND HAVE NEGLECTED TO PROVIDE THE SPIRITUAL GUIDANCE AND HELP THAT WOULD ASSIST IN PRESERVING AND STRENGTHENING THE MORAL FIBER OF OUR PEOPLE.

THIS SUGGESTS THAT WE NEED PROGRAMS THAT VISIBLY AND DRAMATICALLY OPEN THE DOOR TO OPPORTUNITY SO THAT THESE PEOPLE CAN SEE FOR THEMSELVES THAT PROPERLY FOCUSED EFFORT CAN PRODUCE DESIRABLE CHANGES IN THEIR PATTERNS OF LIVING.

MAYOR'S COMMISSION FOR YOUTH

FOR THE PAST SIXTEEN MONTHS SYRACUSE, THROUGH THE MAYOR'S COMMISSION FOR YOUTH, HAS DIRECTED ITS ATTENTION IN GREAT PART TO THE ISSUE OF POVERTY. THE FINAL PROPOSAL, DRAFTED BY THE COMMISSION, HAS JUST BEEN DELIVERED TO THE PRESIDENT'S COMMITTEE ON JUVENILE DELINQUENCY AND YOUTH CRIME FOR THEIR REVIEW.

OUR CONCENTRATION IN THIS PROGRAM HAS LITERALLY BEEN ON THE NEXT GENERATION. WHILE WE HAVE DEVELOPED SUPPORTIVE PROGRAMS TO HELP UPGRADE PARENTAL CARE AND IMPROVE THE EXERCISE OF PARENTAL RESPONSIBILITY, WE HAVE BUILT OUR MAJOR THRUSTS ON THE STRENGTHENING OF THE HOLDING POWER OF OUR EDUCATIONAL SYSTEM, THE CREATION OF MORE REALISTIC CURRICULA AND THE INVOLVEMENT OF UNEMPLOYED YOUTH WHO ARE NOT IN SCHOOL IN CONSTRUCTIVE WORK TRAINING PROGRAMS.

IN OUR ATTACK ON YOUTH PROBLEMS, THE MAYOR'S COMMISSION FOR YOUTH HAS FOCUSED ON THESE PROBLEMS AS THEY ARE CONCENTRATED IN OUR INNER CITY WHERE FAMILIES WITH INCOMES UNDER $3,000 RANGES AS HIGH AS 33-1/3%. THIS OBVIOUSLY HITS THE GEOGRAPHIC AREA OF GREATEST INTENSITY.

I AM CONVINCED THAT IN THE MAYOR'S COMMISSION FOR YOUTH PROGRAM A GOOD START HAS BEEN MADE IN DEVELOPING TECHNIQUES THAT WILL PERMIT AN ALL-OUT ATTACK ON MATERIAL POVERTY.

HERE ARE SOME OF THE HIGHLIGHTS OF THE PROGRAM.

EDUCATION

IN TODAY'S COMPLEX SOCIETY, EDUCATION IS OUR ONLY HOPE FOR THE FUTURE.

MOST OF THE SCHOOL DROP-OUTS IN SYRACUSE COME FROM THE LOWER SOCIO-ECONOMIC AREAS. FOR EXAMPLE, IN 1960 THERE WERE 541 SCHOOL DROP-OUTS. OF THIS NUMBER, 370, OR 69% WERE FROM THE MOST DEPRESSED SECTION OF THE COMMUNITY. THIS SECTION CONTAINS 44% OF THE CITY'S POPULATION.

IN OUR LOWER-INCOME AREAS, A MUCH HIGHER PROPORTION OF DROP-OUTS LEAVE SCHOOL BEFORE REACHING THE NINTH GRADE. NEARLY 20% OF LOW-INCOME DROP-OUTS LEAVE IN THE SEVENTH OR EIGHTH GRADE, WHEREAS LESS THAN 7% DROP OUT AT THESE GREAT LEVELS IN THE REST OF THE CITY.

OVER HALF OF THE BOYS IN OUR LOW-INCOME AREAS ARE TWO OR MORE YEARS BEHIND THE GRADE NORMALLY ATTAINED BY THEIR AGE GROUP ON A CITY-WIDE BASIS.

APPROXIMATELY ONE-THIRD OF OUR LOW-INCOME DROP-OUTS COME FROM BROKEN HOMES OR ONE PARENT FAMILIES WHILE IN THE HIGHER INCOME AREAS THE PROPORTION OF DROP-OUTS WITH BROKEN HOMES IS ONLY ONE-HALF AS GREAT.

TO COUNTERACT THESE PROBLEMS, THE MAYOR'S COMMISSION FOR YOUTH HAS DEVELOPED THE FOLLOWING PROGRAMS.

1 - A NEW AND CREATIVE READING AND LANGUAGE SKILLS PROGRAM TO EDUCATE YOUTHS WHO FIND IT HARD TO READ AND SPEAK EFFECTIVELY.

2 - A CURRICULUM MATERIALS DEVELOPMENT PROGRAM TO CREATE ENTIRELY NEW CURRICULAR MATERIALS FOR EDUCATION PROGRAMS DESIGNED FOR LOW-INCOME GROUPS.

3 - GUIDANCE PROGRAMS SPECIFICALLY DESIGNED TO HELP YOUTH AND THEIR FAMILIES THROUGH COUNSELING, TO MEET THEIR IMMEDIATE PROBLEMS AND TO DEVELOP INSIGHT INTO WAYS OF HANDLING DIFFICULTIES IN THE FUTURE.

4 - WORK AND EDUCATION PROGRAMS EMPHASIZING VOCATIONAL EDUCATION, AND PROVIDING AN ALTERNATIVE CURRICULUM THAT WOULD LEAD TO A HIGH SCHOOL DIPLOMA.

5 - A PROGRAM TO OVERCOME THE WIDE GULF THAT EXISTS BETWEEN LOW-INCOME POPULATIONS AND THE SCHOOL BY DEVELOPING COMMUNITY SCHOOLS AND NEIGHBORHOOD STUDY CENTERS WHERE SCHOOL PERSONNEL CAN WORK INFORMALLY WITH LOW-INCOME FAMILIES. A VARIETY OF RECREATIONAL, VOCATIONAL AND EDUCATIONAL PROGRAMS WILL BE OFFERED TO SERVE THE NEEDS AND INTERESTS OF NEIGHBORHOOD RESIDENTS.

YOUTH EMPLOYMENT

WE HAVE ESTIMATED ON THE BASIS OF AVAILABLE DATA THAT OVER HALF OF THE 16 AND 17 YEAR OLD BOYS IN OUR LOW-INCOME AREAS, WHO ARE OUT OF SCHOOL, ARE IDLE. MORE THAN 25% OF YOUTHS WHO ARE ACTIVELY SEEKING POSITIONS ARE UNABLE TO FIND THEM. THE PROBLEM AMONG NEGRO YOUTHS IS FAR GREATER THAN IT IS AMONG WHITE YOUTHS.

IN THE FIELD OF EMPLOYMENT THE FOCUS OF THE COMMISSION'S PROGRAMS IS ON TRAINING OF PEOPLE IN WORK SKILLS AND HABITS SO THEY CAN ENTER PROFITABLE EMPLOYMENT IN THOSE TRADES AND OCCUPATIONS THAT ARE DEVELOPING IN OUR COMMUNITY. OBVIOUSLY, THIS IS THE MOST DIRECT WAY TO REDUCE POVERTY, REDUCE OUR WELFARE CASELOADS, AND INCREASE THE COMPETENCE OF OUR CITIZENS SO THAT THEY BECOME TAXPAYERS RATHER THAN TAX USERS.

AMONG THESE PROGRAMS WILL BE SKILL CENTERS TO TRAIN PEOPLE FOR THE LABOR-HUNGRY TRADES AND SERVICES: WORK STATIONS WHERE PEOPLE WILL BE TRAINED IN ACTUAL COMMERCIAL OR INDUSTRIAL SETTINGS IN COOPERATION WITH THE OWNER; WORK CREWS TO DEVELOP SKILLS WHILE DOING NECESSARY AND IMPORTANT WORK IN THE COMMUNITY.

A STRONG EDUCATIONAL COMPONENT IS INCLUDED AS PART OF THE TRAINING PLANS. THROUGH PARTICIPATION OF THE CITY SCHOOL SYSTEM WE ARE MAKING ARRANGEMENTS FOR REMEDIAL EDUCATION, AS WELL AS TRADE INSTRUCTIONS. WE ARE ALSO PLANNING TO DEVELOP A HIGH SCHOOL EQUIVALENCY PROGRAM FOR PEOPLE WHO CAN'T GO BACK TO SCHOOL.

THE MAYOR'S COMMISSION HAS ALREADY ENLISTED THE COOPERATION OF THE BUSINESS AND INDUSTRIAL COMMUNITY AS WELL AS LABOR TO MAKE THIS EMPLOYMENT PROGRAM A SUCCESS.

COMMUNITY SERVICES

THE COMMUNITY SERVICES PROGRAMS OF THE MAYOR'S COMMISSION ARE DESIGNED TO DEVELOP THE COMPETENCE OF OUR LOW-INCOME POPULATION THROUGH SELF-HELP AND SELF-IMPROVEMENT PROGRAMS. IN ADDITION, WE ARE CONCERNED WITH GETTING THE RIGHT SERVICE TO THE RIGHT PEOPLE, AT THE RIGHT TIME AND TO COORDINATE ALL THE EFFORTS OF THE AGENCIES NOW SERVING THESE AREAS. THE MAYOR'S COMMISSION IS COMMITTED TO THE PHILOSOPHY THAT THE PEOPLE WHO ARE SERVED BY PROGRAMS MUST BE INVOLVED IN THEIR PLANNING AND DEVELOPMENT. IT IS BECAUSE OF THEIR LACK OF INVOLVEMENT THAT MANY PROGRAMS HAVE FLOUNDERED AND FAILED.

WE ARE UNDER NO ILLUSIONS THAT WE KNOW ALL THE ANSWERS TO SUCH A COMPLEX PROBLEM AS POVERTY. BUT, AS A RESULT OF OUR INVESTIGATIONS WE HAVE CONSIDERABLE INSIGHT INTO THE PROBLEM. WE KNOW, THAT POVERTY HAS MANY ROOTS: INADEQUATE EDUCATION, LACK OF APPROPRIATE SKILLS FOR A FAST-CHANGING ECONOMY, ERRATIC EMPLOYMENT PATTERNS, INADEQUATE WORK HABITS AND ILL HEALTH.

WE KNOW THAT MUCH MORE RESEARCH IS NEEDED BEFORE WE CAN SUCCESSFULLY DETERMINE THE CAUSES OF POVERTY AND HOW TO COMBAT IT; THE CAUSES ARE MANY, DIVERSE AND COMPLEX. SUCH RESEARCH WOULD BE OF INESTIMABLE VALUE TO SYRACUSE AND OTHER COMMUNITIES WITH SIMILAR CHARACTERISTICS. IT IS ONLY

THROUGH RESEARCH AND CREATIVE EXPERIMENTATION AND DEMONSTRATION THAT WE MAY FINALLY DEVELOP A WORKABLE SOLUTION.

SPECIFIC COMMENT ON THE ECONOMIC OPPORTUNITY ACT OF 1964

I APPROACH MY SPECIFIC COMMENT ON THE PROPOSED LEGISLATION FROM THE SINGLE VIEWPOINT OF BEING MAYOR OF THE CITY OF SYRACUSE--A MIDDLE-SIZE URBAN AREA FUNCTIONING AS THE HEART OF A MIDDLE-SIZE METROPOLITAN AREA. OUR PROBLEMS ARE NOT THE PROBLEMS OF THE RELATIVELY FEW GREAT METROPOLISES OF THE NATION, NOR ARE THEY THE PROBLEMS OF THE RURAL AREAS--BUT, THEY ARE PROBLEMS, I BELIEVE, COMMON TO MANY OF THE 81 CITIES ACROSS THE NATION, WITH POPULATIONS RANGING FROM 100,000 TO 250,000, AND MANY OF THE 48 METROPOLITAN AREAS WITH POPULATIONS RANGING FROM 250,000 TO 500,000.

MY LACK OF COMMENT ON CERTAIN TITLES AND SECTIONS OF THE PROPOSED LEGISLATION DOES NOT MEAN THAT I CATEGORICALLY SUPPORT OR OPPOSE THESE SECTIONS; IT MEANS, ONLY, THAT THESE SECTIONS ARE NOT, IN OUR COMMUNITY'S MIND, NECESSARILY CRITICAL TO THE SYRACUSE SITUATION.

I WOULD RECOMMEND REVISION OF THE JOB CORPS PROPOSAL UNDER TITLE I - YOUTH PROGRAMS, SECTION 102. THE CONCEPT OF RECRUITING 100,000 YOUNG MEN BETWEEN THE AGES OF 16 AND 22 AND PLACING THEM IN MORE THAN 100 CAMPS ACROSS THE COUNTRY FOR TWO YEARS OF WORK AND TRAINING MAY NOT BE THE BEST EXPENDITURE OF PUBLIC FUNDS; IT REMOVES THE YOUNG MAN FROM DIRECT FAMILY AND COMMUNITY ASSOCIATIONS; IT MAY BE INJURIOUS TO HIS SENSE OF SELF-RELIANCE AND RESPONSIBILITY, SUBSTITUTING THE AUTHORITY AND DIRECTION OF THE JOB CORPS FOR HIS OWN WILL AND RESOURCEFULNESS; IT IS ONE FURTHER BREACH IN FAMILY SOLIDARITY; AND, MOST IMPORTANT, IT VIOLATES THE PRINCIPLE OF LOCAL CONTROL.

WE STRONGLY BELIEVE THAT FEDERAL GRANTS FOR POVERTY PROGRAMS SHOULD BE MADE DIRECT TO THE COMMUNITY. THERE ARE TWO OUTSTANDING REASONS:

1 - THE PROGRAMS DO NOT BECOME FRAGMENTED. THEY ARE PART OF AN INTEGRATED PROGRAM DIRECTED AT THE PROBLEMS OF THE COMMUNITY AND DIRECTED BY THAT COMMUNITY.

2 - THE PROGRAMS CAN BE SO DESIGNED AS TO MEET THE SPECIFIC DEMANDS OF LOCAL LABOR MARKETS.

I SUGGEST A MODIFICATION OF THE JOB CORPS PROPOSAL THAT, FOR MIDDLE-SIZE CITIES, FUNDS EARMARKED FOR THE JOB CORPS BE UTILIZED TO ESTABLISH AN URBAN CONSERVATION CORPS. THIS PROPOSAL WOULD ENCOMPASS THE PURPOSES OF THE JOB CORPS--TO PREPARE FOR THE RESPONSIBILITIES OF CITIZENSHIP AND TO INCREASE THE EMPLOYABILITY OF MALE YOUTHS AGED SIXTEEN THROUGH TWENTY-ONE BY PROVIDING THEM WITH EDUCATION, VOCATIONAL TRAINING AND USEFUL WORK EXPERIENCE, INCLUDING WORK DIRECTED TOWARD THE CONSERVATION OF NATURAL RESOURCES, AND OTHER APPROPRIATE ACTIVITIES--BUT IT WOULD DO SO AT THE LOCAL URBAN LEVEL.

THE URBAN CONSERVATION CORPS WOULD KEEP YOUNG MEN LIVING AT HOME AND WORKING IN THEIR OWN COMMUNITIES WHILE THEY RECEIVED THEIR EDUCATION AND TRAINING; IT WOULD ENCOURAGE, RATHER THAN DISCOURAGE, AN UNDERSTANDING AND BELIEF IN THE CONCEPT OF FAMILY LIFE; AND, IT WOULD PROVIDE MANPOWER FOR THE MANY PUBLIC PROJECTS, SUCH AS PARK DEVELOPMENT AND EXPANDED RECREATIONAL SERVICES, THAT OUR URBAN COMMUNITIES SO DESPERATELY NEED.

I BELIEVE THAT THE CITY OF SYRACUSE WOULD WELCOME THE OPPORTUNITY OF ESTABLISHING AND ADMINISTERING A UNIT OF AN URBAN CONSERVATION CORPS. OUR LOCAL EDUCATION AGENCIES WOULD PROVIDE THE EDUCATION AND VOCATIONAL TRAINING, AND THE CITY GOVERNMENT WOULD CREATE THE PUBLIC PROJECTS NEEDED TO PROVIDE THE WORK EXPERIENCE.

I ALSO RECOMMEND THAT THE YOUNG MEN ENROLLED IN THE URBAN CONSERVATION CORPS RECEIVE A MONTHLY WAGE FOR THEIR WORK SO THAT WE HAVE AN ORGANIZED LEARN AND EARN PROGRAM WHILE WE INTEGRATE THE PROGRAM INTO THE FAMILY LIFE AND WORKING LIFE OF THE COMMUNITY.

I SUPPORT THE PROPOSALS UNDER TITLE I FOR COMMUNITY WORK-TRAINING PROGRAMS AND WORK-STUDY PROGRAMS, SECTIONS 111 AND 122.

I BELIEVE THE URBAN CONSERVATION CORPS CAN BE CORRELATED, AT THE LOCAL LEVEL, WITH BOTH THE WORK-TRAINING AND WORK-STUDY PROGRAMS. AND, ALL THREE OF THESE PROGRAMS CAN BE LOCALLY CONTROLLED, PROVIDING A BETTER ATMOSPHERE FOR THE TRAINING AND EDUCATION OF YOUNG PEOPLE AND A MORE CAREFUL CONTROL OVER THE EXPENDITURE OF THE PUBLIC FUNDS INVOLVED.

I GENERALLY SUPPORT TITLE II- URBAN AND RURAL COMMUNITY ACTION PROGRAMS. HOWEVER, I ASK THAT SECTION 204, FINANCIAL ASSISTANCE FOR CONDUCT AND ADMINISTRATION OF COMMUNITY ACTION PROGRAMS, PARAGRAPH (d)-ELIGIBILITY FOR ASSISTANCE - BE BROADENED. THE PRESENT CRITERIA OR INCIDENCE OF POVERTY APPEAR TO POSSIBLY LIMIT ASSISTANCE ONLY TO COMMUNITIES WHICH HAVE SEVERE EXISTING POVERTY PROBLEMS.

COMMUNITIES SUCH AS SYRACUSE, WHICH DO NOT HAVE SEVERE POVERTY PROBLEMS, NEVERTHELESS SHOULD BE ELIGIBLE TO DEVELOP PROGRAMS WHICH WOULD NOT ONLY ELIMINATE EXISTING POVERTY PROBLEMS BUT, EQUALLY IMPORTANT, ELIMINATE THE SEEDS OF POVERTY, THUS PREVENTING POVERTY FROM TAKING ROOT AND GROWING ANEW IN THE COMMUNITY.

THE PURPOSE OF THE LEGISLATION SHOULD BE TO PREVENT THE POVERTY OF THE FUTURE AS WELL AS TO END THE POVERTY OF THE PRESENT.

UNDER THIS SAME SECTION, I ASK THAT PARAGRAPH (e)-SPECIAL CONSIDERATION TO EVENTUAL SELF-SUPPORTING COMMUNITY ACTION PROGRAMS - BE STRENGTHENED. THE SOONER THESE PROGRAMS BECOME A COMPLETE LOCAL RESPONSIBILITY - BOTH ADMINISTRATIVELY AND FINANCIALLY - THE SOONER FEDERAL FUNDS CAN BE

USED TO ASSIST OTHER NEEDY COMMUNITIES, AND LOCAL CONTROL CAN BE COMPLETELY GUARANTEED.

ALSO, UNDER TITLE II, I RECOMMEND THAT SECTION 203 - FINANCIAL ASSISTANCE FOR DEVELOPMENT OF COMMUNITY ACTION PROGRAMS - BE STRENGTHENED TO GUARANTEE 100% FEDERAL ASSISTANCE FOR LOCAL RESEARCH PROJECTS LEADING TO THE DEVELOPMENT OF COMMUNITY ACTION PROGRAMS.

TO ELIMINATE POVERTY WE MUST UNDERSTAND THE CAUSES OF POVERTY. THESE CAUSES ARE VARIED ACROSS THE NATION AND IN EACH COMMUNITY. THE PRESENT AND/OR POTENTIAL CAUSE OF POVERTY IN SYRACUSE CERTAINLY MUST DIFFER IN KIND, SIZE, SCOPE AND INTENSITY FROM THE CAUSES OF POVERTY IN A MULTI-MILLION PERSON METROPOLIS OR A RURAL FARM AREA--INDEED, THESE CAUSES PROBABLY DIFFER IN DEGREE FROM ONE MIDDLE-SIZE CITY TO ANOTHER.

IF WE ARE TO SUCCEED IN OUR CRUSADE FOR OPPORTUNITY IN SYRACUSE, IF WE ARE TO ROOT OUT THE SEEDS OF POVERTY, WE MUST KNOW THE EXACT CAUSES, WE MUST DEAL IN DETAILED SPECIFICS NOT IN INDEFINITE GENERALITIES. ONLY THROUGH SOUND RESEARCH CAN WE OBTAIN THE ANSWERS WE NEED FOR SUCCESS. I BELIEVE THE GENERAL PURPOSES OF THE LEGISLATION WILL BE BETTER SERVED IF THE FEDERAL GOVERNMENT CAN COMPLETELY GUARANTEE THE FUNDS NEEDED TO CONDUCT SOUND RESEARCH PROGRAMS ON THE LOCAL LEVEL.

I ALSO ASK THAT SECTION 206, UNDER THIS TITLE - RESEARCH, TRAINING AND DEMONSTRATIONS - BE BROADENED TO SPECIFICALLY ALLOW INSTITUTIONS OF HIGHER LEARNING TO WORK WITH PUBLIC AGENCIES IN PERFORMING THE RESEARCH NEEDED TO DEVELOP COMMUNITY ACTION PROGRAMS.

I GENERALLY SUPPORT TITLE IV- EMPLOYMENT AND INVESTMENT INCENTIVES - PART A, INCENTIVES FOR EMPLOYMENT OF LONG-TERM UNEMPLOYED PERSONS, SECTION 411. THE CONCEPT OF LONG-TERM, LOW INTEREST LOANS TO FIRMS THAT EMPLOY LONG-TERM UNEMPLOYED PERSONS IS A GOOD ONE. HOWEVER, THE SECTION SHOULD

BE EXPANDED TO EXPLAIN, IN DETAIL, THE FIRM'S RESPONSIBILITIES UNDER THE LEGISLATION, FOR EXAMPLE: THE LENGTH OF EMPLOYMENT OF A LONG-TERM UNEMPLOYED PERSON HIRED AS A RESULT OF A LOAN UNDER THIS SECTION. IT SHOULD ALSO INCLUDE A SECTION ON TRAINING UNEMPLOYED PEOPLE SO THEY CAN ADEQUATELY PERFORM THEIR JOBS. THIS INCLUDES NOT ONLY SKILL TRAINING, BUT REMEDIAL EDUCATION AS WELL.

ALSO, SECTION 412, PARAGRAPH (b), SHOULD BE STRENGTHENED TO MORE TIGHTLY INTEGRATE LOANS GRANTED UNDER TITLE IV WITH THE COMMUNITY ACTION PROGRAM ACTIVITIES OUTLINED IN TITLE II. THIS WOULD HELP TO ASSURE MORE LOCAL CONTROL IN THE ADMINISTRATION OF THIS PROPOSAL.

WE BELIEVE THAT THE BILL AS PROPOSED IS ALSO LACKING IN OTHER RESPECTS. FOR EXAMPLE, THERE ARE MANY AGED PEOPLE IN OUR POPULATION WHO ARE LIVING ON GROSSLY INADEQUATE INCOMES AND WHOSE PROBLEM AS LONG AS THEY LIVE WILL BECOME INCREASINGLY DESPERATE. EVERYTIME THE COST OF LIVING GOES UP, OR REAL ESTATE AND OTHER TAXES INCREASE, THEIR REAL INCOME DECREASES PROPORTIONATELY -- AND THERE IS NO WAY WHATSOEVER THAT THEY CAN SUPPLEMENT THESE INCOMES. I WOULD STRONGLY RECOMMEND ADDITIONAL AND BROADER SOCIAL SECURITY COVERAGE AT THE EARLIEST POSSIBLE DATES. I WOULD ALSO FURTHER RECOMMEND A STUDY OF THE POSSIBILITY OF DIRECT GRANTS TO MUNICIPALITIES AND COMMUNITIES THAT WOULD ALLOW US TO UPGRADE OUR RETIREMENT PROGRAMS.

I ALSO BELIEVE THAT GREAT EFFORTS MUST BE MADE TO STEM THE GROWING TIDE OF DEVORCE, SEPARATION, AND DESERTION. I AM CONVINCED THAT ONE OF THE BASIC CAUSES OF POVERTY AND SOCIAL BREAKDOWN IS THE DIRECT RESULT OF THESE FACTORS. GREAT EFFORTS SHOULD BE MADE TO KEEP FAMILIES INTACT.

I WOULD RECOMMEND THE PROVISION OF FUNDS TO ESTABLISH MARRIAGE COUNSELING BUREAUS TO HELP PREVENT THE BREAKUP OF FAMILIES, AND TO RE-ESTABLISH NORMAL FAMILY RELATIONSHIPS IN ALREADY BROKEN HOMES.

I WOULD FURTHER RECOMMEND STRONGER LEGISLATION TO COPE WITH THE DESERTING HUSBAND AND FATHER, WHO TRANSFER THEIR PARENTAL RESPONSIBILITY TO THE COMMUNITY. I WOULD SUGGEST CONSIDERING LEGISLATION THAT WOULD MAKE DESERTION A FEDERAL OFFENSE. THIS WOULD MAKE IT EASIER TO ARREST AND PROSECUTE DESERTING HUSBANDS AND FATHERS.

I WOULD ALSO RECOMMEND LEGISLATION TO PROVIDE FOR SOCIAL SERVICE WORK WITH FAMILIES DISPLACED BY URBAN RENEWAL.

URBAN RENEWAL HAS PIONEERED AMONG PUBLIC DISPLACEMENT PROGRAMS IN ITS CONCERN FOR THE HUMAN BEINGS DISPLACED. IN ALMOST EVERY RESPECT, IT IS GEARED TO CHECKING AND PREVENTING THE SPREAD OF BLIGHT WHICH BREEDS NEW SLUMS. HOWEVER, ONE GRAVE PROBLEM HAS NOT BEEN FACED--THE PROBLEM OF THE SMALL HANDFUL OF "TROUBLED FAMILIES"--WHOSE LIVING STANDARDS ARE SUCH THAT THEY JEOPARDIZE ANY AREA TO WHICH THEY ARE TRANSPLANTED. THEY NUMBER ONLY SEVEN OR EIGHT PERCENT OF THE TOTAL, BUT THEY GIVE SUBSTANCE TO THE FALLACY THAT ALL FAMILIES MOVING OUT OF SLUMS ARE "CARRIERS" OF BLIGHT. THIS FALLACY IS UNJUST TO THE HUNDREDS OF PEOPLE WHO HAVE BEEN FORCED TO LIVE IN SLUMS BY ECONOMIC OR RACIAL BARRIERS.

NOTHING BUT PATIENT CASEWORK CAN HOPE TO CHANGE THE LIVING PATTERNS OF THESE FAMILIES.

CRUSADE FOR OPPORTUNITY

IN THIS PRESENTATION I HAVE SUGGESTED WHAT MY COMMUNITY MIGHT DO TO CORRECT CONDITIONS OF POVERTY AS WE FIND THEM IN OUR COMMUNITY IF WE HAD THE RESOURCES.

OUR LOCAL PROGRAM MUST BE NOT ONLY AN ATTACK ON POVERTY, IT MUST BE AN ATTACK ON THE SEEDS OF POVERTY--THE CONDITIONS, EITHER EXISTING OR POTENTIAL, THAT MAKE POVERTY POSSIBLE - LACK OF HOUSING, EDUCATION, FAMILY LIFE SOLIDARITY AND JOB OPPORTUNITY. THIS SHIFT OF EMPHASIS, FROM NOT ONLY ELIMINATING EXISTING POVERTY BUT ALSO ELIMINATING THE PRESENT AND POTENTIAL CONDITIONS THAT CREATE POVERTY, IS AN IMPORTANT ONE.

I AM FRANK TO ADMIT THAT WE ARE MORE CERTAIN OF SOME TECHNIQUES THAN OF OTHERS, AND THAT WE NEED MORE RESEARCH INTO THE PRESENT AND POTENTIAL CAUSES OF POVERTY. THIS IS WHY I RECOMMENDED THE STRENGTHENING OF RESEARCH ACTIVITIES UNDER TITLE II OF THE PROPOSED LEGISLATION.

MY COMMUNITY WANTS AREA REDEVELOPMENT IN ITS BROADEST, MOST HUMAN SENSE, COMBINING PHYSICAL AND SOCIAL PLANNING AND ATTACKING SUCH QUESTIONS AS HOUSING, RECREATIONAL FACILITIES AND PROGRAMS, WELFARE POLICIES AND PAYMENTS, IMPROVEMENT OF NEIGHBORHOOD APPEARANCE AND PARENT PARTICIPATION IN EDUCATION.

MY COMMUNITY WANTS TO DEAL WITH THE INTERRELATED CAUSES OF POVERTY SUCH AS ALCOHOLISM, CHRONIC DEPENDENCY, DISEASE, EMMOTIONAL IMMATURITY, MENTAL BREAKDOWN, UNMARRIED MOTHERS AND CHILDREN BORN OUT OF WEDLOCK. MY COMMUNITY WANTS TO PRESERVE FAMILY LIFE.

MY COMMUNITY WANTS TO DO AWAY WITH SECOND AND THIRD GENERATION WELFARE FAMILIES--ECONOMIC MISERY IS NOT A BIRTHRIGHT--WE WANT A HERITAGE OF HOPE, NOT A HERITAGE OF POVERTY IN SYRACUSE.

THE SYRACUSE PROGRAM MUST NOT BE JUST A WAR ON POVERTY, IT MUST BE A CRUSADE FOR OPPORTUNITY. IT IS TO THESE ENDS THAT I HAVE ADDRESSED MY REMARKS ON THIS LEGISLATION.

I WOULD LIKE TO INDICATE, BRIEFLY, THE TYPE OF ACTIVITIES WHICH WE COULD SPONSOR IN OUR CRUSADE FOR OPPORTUNITY. THESE ACTIVITIES WOULD BE COORDINATED WITH OUR EXISTING PROGRAMS.

A POSITION OF OPPORTUNITY COORDINATOR COULD BE CREATED AS PART OF THE OFFICE OF THE MAYOR, AND NECESSARY STAFF PROVIDED TO COORDINATE EXISTING AND NEW PROGRAMS UNDER THE CRUSADE FOR OPPORTUNITY.

A BI-PARTISAN OPPORTUNITY COUNCIL COULD BE CREATED, COMPOSED OF INFORMED CITIZENS IN THE AREAS OF HOUSING, EDUCATION AND JOBS. THIS COUNCIL WOULD ADVISE THE MAYOR AND THE COMMUNITY ON THE CRUSADE.

A PUBLIC WORKS - EDUCATION TRAINING PROGRAM COULD BE ESTABLISHED TO PROVIDE EDUCATION AND VOCATIONAL TRAINING FOR YOUNG MEN. IN TURN, THESE YOUTHS WOULD WORK AND BE PAID FOR WORKING ON LOCAL PUBLIC WORKS OR SERVICES IN THE PUBLIC INTEREST. HOPEFULLY, THIS PROGRAM COULD BE CARRIED OUT THROUGH THE URBAN CONSERVATION CORPS.

SOCIAL AND EDUCATIONAL PROGRAMS DEVELOPED BY OUR SCHOOL SYSTEM AND BY THE MAYOR'S COMMISSION FOR YOUTH COULD BE ESTABLISHED IN LOW-INCOME AREAS.

AN EXPANDED VOCATIONAL TRAINING PROGRAM COULD BE ESTABLISHED THROUGH THE PUBLIC SCHOOL SYSTEM, USING FEDERAL FUNDS IN DIRECT GRANTS TO OUR CITY. PERSONS IN THE AGE BRACKET OVER 21 WOULD BE INCLUDED, AS WELL AS OUR YOUTH, IN THIS PROGRAM.

ALL EXISTING PUBLIC AND PRIVATE JOB-TRAINING PROGRAMS COULD BE COORDINATED TO INSURE MAXIMUM EFFECTIVENESS FOR BOTH THE TRAINEES AND THE LOCAL FIRMS SEEKING PERSONNEL.

OUR LEARN AND EARN PROGRAM COULD BE EXPANDED, AND MORE POTENTIAL DROP-OUT STUDENTS COULD BE URGED TO CONTINUE THEIR EDUCATION ON A PART-TIME BASIS, AND PART-TIME PAYING JOBS FOUND FOR THEM WITH LOCAL BUSINESS AND INDUSTRY.

SOCIAL WORK ACTIVITIES IN PUBLIC HOUSING AND URBAN RENEWAL COULD BE INCREASED, WITH PARTICULAR EMPHASIS ON LARGE FAMILIES AND THE ELDERLY.

A CONCENTRATED EFFORT COULD BE MADE TO ENCOURAGE LOCAL BUSINESS AND INDUSTRY TO EMPLOY LONG-TERM UNEMPLOYED PERSONS, SEEKING FEDERAL LOANS, IF NECESSARY, TO DO SO.

NEIGHBORHOOD CITIZEN COUNCILS COULD BE FORMED WHERE NEEDED, AND PROFESSIONAL STAFF PROVIDED TO EXPLAIN WHAT EACH NEIGHBORHOOD COULD DO TO BE PART OF THE CRUSADE FOR OPPORTUNITY.

I WISH TO EMPHASIZE THAT THE TWIN PRINCIPLES OF LOCAL INITIATIVE AND LOCAL CONTROL HAVE BEEN PARAMOUNT IN MY MIND, WHILE APPEARING BEFORE THIS COMMITTEE.

I HOPE THAT MY SPECIFIC COMMENTS ON THE LEGISLATION INDICATE MY COMMUNITY'S CONCERN FOR LOCAL CONTROL. AND, I HOPE THAT MY COMMENTS ON THE SYRACUSE SITUATION AND THE PROGRAMS WE HAVE, OR WOULD INITIATE, UNDER OUR CRUSADE FOR OPPORTUNITY, INDICATE THE READINESS AND ABILITY OF SYRACUSE TO PROVIDE LOCAL INITIATIVE.

CONCLUSION

THIS COMMITTEE WILL RECEIVE MANY DEFINITIONS OF POVERTY AND I SHALL NOT TRY TO IMPOSE MINE.

IT SHALL HEAR OF THE CAUSES OF POVERTY RATHER THAN A SINGLE CAUSE. I THINK IT WILL RECOGNIZE THAT POVERTY IS A COMPLEX OF CONDITIONS AND THE CAUSES ARE USUALLY INTERLOCKING. I HOPE THAT IT WILL COME TO THE CONCLUSION THAT POVERTY IN THE MIDST OF PLENTY, AND AS WE KNOW IT IN OUR MODERN SOCIETY, IS SELDOM ENTIRELY DUE TO THE FAULT OF THE INDIVIDUAL HIMSELF, OR TO HIS RACE, OR CREED OR COLOR.

IT SHALL ALSO RECEIVE MANY FORMULAS TO REMEDY THE CONDITION. I HAVE NONE.

DEPRESSING AS THE PICTURE MAY SEEM, WHEN WE CONSIDER THE AMOUNT AND THE REMIFICATIONS OF POVERTY, WE MUST REALIZE THAT A MARKED CHANGE HAS TAKEN PLACE IN OUR SOCIETY'S ATTITUDE TOWARD POVERTY - NOT ONLY ARE WE TRYING THROUGH A PREVENTATIVE PROGRAM TO BREAK THE VICIOUS CIRCLE OF POVERTY LEADING TO POVERTY--BUT WE REALLY BELIEVE THAT POVERTY AND DEPENDENCY, IN ANY CONSIDERABLE DEGREE, ARE NOT A NECESSARY EVIL.

PERHAPS THE FIRST STEP IN THE CURE OF POVERTY TODAY IS TO SPREAD THE IDEA, ONCE REGARDED AS MARXIAN, THAT SOCIETY IS RESPONSIBLE FOR MUCH OF OUR POVERTY. OUT OF THE REALIZATION OF THIS FACT WE HAVE DESIGNED NUMEROUS ATTACKS ON THE PROBLEM. SOME OF OUR GREAT SOCIAL LEGISLATION INCLUDING SOCIAL SECURITY - MEDICAL CARE, OLD AGE ASSISTANCE, HAVE MADE POVERTY LESS ACUTE.

UNFORTUNATELY, THE EMPHASIS ON RELIEF PROBLEMS DURING THE PRECEEDING DECADES HAS RESULTED IN THE APPEARANCE OF MANY FALSE PROPHETS WHO OFFER FUTILE PANACEAS TO THE PROBLEM OF POVERTY. THE SUCCESS OF SOME, WHOM I NEED NOT MENTION, WAS DUE TO THE UNIVERSAL HUMAN DESIRE TO SOLVE MAJOR PROBLEMS BY SOME SIMPLE FEAT SUCH AS WAND-WAVING. I NEED NOT REMIND YOU OF SOME OF THESE SPELLBINDERS WHO RAISED HOPES, BUT ULTIMATELY CRUSHED SPIRITS. WHILE SOME WERE SINCERE, THEY PLAYED ON THE EMOTIONS OF THE POOR AND LED THEM DOWN THE ROAD TO COMPLETE DISILLUSIONMENT. SOME PREACHED WITH THE SOPHISTRY OF DEMAGOGUES AND AROUSED FALSE HOPES AND FANATICAL ZEAL.

I WOULD HOPE THAT THIS COMMITTEE WOULD APPROACH THE SUBJECT OF POVERTY WITH A KNOWLEDGE THAT PRESENT INFORMATION IS ALMOST TOTALLY INADEQUATE, AND THAT WHAT FACTS WE DO HAVE POINT TO NO UNIVERSAL SOLUTION TO POVERTY AS A SOCIAL PROBLEM.

NO IMMEDIATE CURE-ALL IS AVAILABLE. CENTURIES OF CONCERN WITH THIS PROBLEM HAVE NOT RESULTED IN A SOLUTION. WHATEVER THE ULTIMATE ANSWER, IT IS CERTAIN THAT SUCH AN ANSWER MUST DEPEND UPON CLEAR AND LOGICAL ANALYSIS OF THE PROBLEM.

THIS LEGISLATION IN MY OPINION CAN HELP US DETERMINE THE NATURE OF POVERTY. IT CAN PLAN REMEDIES AND IT CAN CORRECT MANY CONDITIONS CONDUCIVE TO POVERTY. TO HOLD THIS LEGISLATION OUT AS A PANACEA FOR POVERTY WOULD BE A DISSERVICE TO OUR OWN LESS FORTUNATE CITIZENS AND WE KNOW THAT, IN THE LONG RUN, THE POVERTY STRICKEN WILL BE THE MAJOR SUFFERERS.

I SINCERELY HOPE THAT THE AUTHORS OF THIS LEGISLATION OFFER THIS BILL IN THIS SPIRIT.

THANK YOU.